STUDY PROJECT

THE ADEQUACY OF THE ARMY'S FOREIGN LANGUAGE PROGRAM

BY

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Proficiency in a foreign language is not a skill possessed by many Americans. The geography of our country, limited exposure to non-English speaking foreigners, assimilation of immigrants and the worldwide popularity of English as a second language have combined to make mastery of a foreign language a nonessential skill in most professions. The Army is not one of those career fields. A significant and growing number of soldiers hold a MOS in which the predominate skill is proficiency in a foreign language. Encompassing a wide

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USAWC MILITARY STUDIES PROGRAM PAPER

THE ADEQUACY OF THE ARMY'S FOREIGN LANGUAGE PROGRAM

AN INDIVIDUAL STUDY PROJECT

by

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01 February 1990

ABSTRACT

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Proficiency in a foreign language is not a skill possessed by many Americans. The geography of our country, limited exposure to non-English speaking foreigners, assimilation of immigrants and the worldwide popularity of English as a second language have combined to make mastery of a foreign language a nonessential skill in most professions. The Army is not one of those career fields. A significant and growing number of soldiers hold a MOS in which the predominate skill is proficiency in a foreign language. Encompassing a wide variety of MOSs, these soldiers are critical to mission accomplishment in both peace and war. Unfortunately their ability to execute this critical task is suspect. Frequently, many critics point to the Defense Language Institute, Foreign Language Center (DLIFLC) as the sole cause of this problem, without realizing that follow-on language training and management of linguists are just as important as initial language training. Regardless, there is a general perception that there are major problems within the Army's Foreign Language Program, e.g. the competency of linguists, the high cost and extensive length of training, the failure to retain linguists, and the shortage of linguists in operational units. This study will examine those perceptions to separate reality from myth, survey other service language programs to benefit from their experience, and identify strengths and weaknesses within all facets of the Army's Foreign Language Program. Finally, the study will conclude with some general assessments, offer recommendations to alleviate system deficiencies, and look to the future.

Keywords: foreign languages; Army personnel (CP)

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THE ADEQUACY OF THE ARMY'S FOREIGN LANGUAGE PROGRAM

CHAPTER I

INTRODUCTION

PERCEPTIONS

The December 1988 edition of Army magazine contained a very provocative article titled, "Our Burgeoning Linguistic Gap," by Colonel Wesley A. Groesbeck, the G5 of the Third U.S. Army. Citing interoperability as an essential combat force multiplier, the author opined that there were serious institutional deficiencies with the Army's Foreign Language Program (AFLP) despite the millions of dollars spent annually at the Defense Language Institute, Foreign Language Center (DLIFLC), Presidio of Monterey, California. Concluding that the Army lacked sufficient professional linguists to meet mission requirements, COL Groesbeck suggested a number of reasons for this situation to include:

- A failure to retain linguists beyond their initial enlistment;

- The lack of a viable, nonresident training program to sustain military linguists;

- Headquarters, Department of the Army's (HQDA) inability to articulate total linguist requirements;

- The lack of command emphasis and support for the AFLP, particularly below major command (MACOM) level; and

- A fragmented AFLP which lacks central direction.[1]

Given the plethora of readers' strongly opinionated responses published in subsequent editions of the Army magazine, it appeared that Colonel Groesbeck had struck a particularly sensitive issue. While most of the official, unpublished responses largely discounted most - but not all- of the criticisms identified, the general readership generally applauded and concurred with the basic thrust of the Groesbeck article.[2]

MILITARY LINGUISTS

Thus, while there was neither widespread acceptance of the validity of all the problems nor the proposed solutions to include restructuring and resubordinating the AFLP, the Groesbeck article generated a healthy examination of an issue of vital importance to the Army and the other military services.

Today, the need for foreign language skills has increased beyond intelligence positions to include military police

involvement in international drug enforcement; engineer, medical and civil affairs support of nation building; on-site inspections of Warsaw Pact military facilities as provided for by international treaties; special operation activities to include Special Forces, Ranger, Civil Affairs and PSYOP (Psychological Operations) units; military assistance and sales programs; foreign area officers; personnel exchange programs; and liaison officers.

Foreign language abilities were recognized by a former USAREUR commander as basic to combat effectiveness in coalition warfare when he commented:

> "Language interoperability is the key and the base on which any operating, sense of cooperation should be built. For, in the heat of battle, there will be no time to request translation of a fire mission or go directly to a dictionary to discover what ANGRIFF means."[3]

In addition to a general consensus that foreign language skills are essential in today's Army, there is also widespread agreement on five other points.

1. Language training is costly with approximately $59 million Army dollars allocated in FY89 to support initial and sustainment training.[4]

2. Language training is time consuming with between 25 and 63 weeks required to produce a working level proficiency --

depending on the difficulty of the language. Acquisition of a minimal professional proficiency takes about twice this time.[5]

3. The pool of military linguists is replaced/retrained more frequently than desired. Since DLIFLC annually graduates about 25 or 30 percent of the service linguist inventories, the total linguist force is statistically replaced every 3 or 4 years.

4. Despite the resources expended, individual language skills rarely get beyond the basic level. Consequently, many military linguists do not have the ability to accomplish their assigned peacetime and wartime missions.[6]

5. Effective life cycle management of linguists is essential if the Army is to minimize personnel shortages in operational units and fully utilize/recover the significant expenditure of training resources. For example, it takes 18 months and $125,000 to train a Russian speaking voice interceptor (MOS 98G).[7]

THE SCOPE OF THE STUDY

Simply put, there is widespread concern over the AFLP, its costs, complexity and critical relationship to the Army's ability to accomplish its mission in peace and war. The purpose of this study is to ascertain the validity of these

concerns by examining the AFLP within the context of the Defense Foreign Language Program (DFLP). While beyond the formal scope of the study, comparisons to sister service programs will be made when pertinent and useful. Recommendations will be offered to correct any deficiencies identified.

Procedurally, and whenever possible, the study will focus on the essential components or pillars of the AFLP - initial language training, sustainment training, and management of linguists. However, since it is essential to understand the institutional framework in which the AFLP operates, we will commence with a brief survey of the DFLP.

ENDNOTES

1. Wesley A. Groesbeck, COL, "Our Burgeoning Linguistics Gap," Army, December 1988, pp. 22-27.

2. Information sources include reader comments in the January, February and March 1990 issues of Army magazine and several unpublished messages to HQ, DA commenting on the validity of COL Groesbeck's assessment.

3. Groesbeck, p. 1. quoting GEN George S. Blanchard.

4. Thomas E. Hanlon, COL, Information Paper on "Our Burgeoning Linguistic Gap," 31 January 1989, pars. 3 and 4; and Defense Foreign Language Program (DFLP) General Officer Steering Committee (GOSC), Summary Report for 28 January 1988, dated 8 March 1988, par. 9 a(2), (hereafter referred to as "GOSC Summary Report for 8 March 1988"). Budget totals include funds for DLIFLC.

5. Peter W. Kozumplik, LTC, "OS nguage Requirements," Unpublished Study, 20 Dece 1988, par. 3b(2) (hereafter referred to as Kozumplik, "OSIA Language Requirements").

6. Ibid., Enclosure 2, par. 1b(2).

7. HQDA (DAMI-PII) Information Paper, "The Tactical Intelligence Readiness Training (REDTRAIN) Program," 3 January 1990.

CHAPTER II

THE DEFENSE FOREIGN LANGUAGE PROGRAM

GENERAL PROVISIONS

The Defense Foreign Language Program (DFLP) encompasses the foreign language training of all DoD military personnel-less ROTC and military academy cadets. It includes all resident, nonresident and sustainment training, except that conducted by the National Security Agency/Central Security Service (NSA/CSS).[1] The most visible element of the DFLP is DLIFLC which has overall responsibility for the actual conduct, supervision and technical control of foreign language training. DLIFLC conducts both resident training at the Presidio of Monterey and develops and fields nonresident training materials.

Despite the lead role played by DLIFLC, language training is a shared responsibility. Field activities, which have personnel assigned to language required positions, also have a mandate to conduct both elementary (orientation and acculturation) and refresher/maintenance/job enhancement training. DLIFLC has the mission of providing technical advice and assistance in this endeavor.[2]

A field activity under the U.S. Army Training and Doctrine Command (TRADOC),[3] DLIFLC is DoD's foreign language czar. As such, DLIFLC has the responsibility to insure an acceptable level of foreign language instruction throughout DoD, not just that training conducted at The Presidio of Monterey. To do this, DLIFLC has a number of statutory powers to include the authority to designate other locations for basic language training, review the establishment of other foreign language training programs, and exercise DoD-wide technical control of all foreign language training. This latter power provides the authority to approve training methodologies; instructor qualifications; texts, materials and media; course content; and tests and test procedures.[4]

REGULATORY GUIDANCE

The Defense Foreign Language Program (DFLP) is a joint program applicable to all military services. DFLP operates under the provisions of a DoD Directive 5160.41 and a joint regulation (AR 350-20/OPNAVINST 1550.7B/AFR 50-40/MCO 1550.4B). Each military department has also published additional guidance that prescribes specific guidance for their service's command language program. For example, AR 611-6 addresses Linguist Management in the Army.

DUTY DESIGNATIONS

Given its DoD nature, regulatory guidance specifies that the Assistant Secretary of Defense (Force Management and Personnel) (ASD (FM & P)) shall provide overall DFLP policy guidance. In turn, the Assistant Secretary of Defense (Command, Control, Communications, and Intelligence) (ASD (C^3I)) serves as the Primary Functional Sponsor (PFS), a designation that befits a program that is absolutely essential to DoD's intelligence community.[5]

However, to facilitate execution, the program has been assigned to the service level with the Secretary of the army, representing the largest user of the DFLP, designated as the Executive Agent (EA). Specific responsibility for the DFLP has been delegated by the EA, through the Assistant Secretary of the Army for Manpower and Reserve Affairs, to the Director of Training, Office of the Deputy Chief of Staff for Operations and Plans (DCSOPS), HQ,DA. The Director of Training also chairs the DFLP's General Officer Steering Committee (GOSC) that is required to meet at least annually.[6]

Service Program Managers (SPM) are appointed by each service secretary with the Deputy Chief of Staff for Intelligence (DCSINT) serving as the Army SPM. These officers

are responsible for all aspects of their services' foreign language program.

Given the fact that roughly 80% of all foreign language training is conducted in support of an intelligence mission, the intelligence community has been given two special voices in the DFLP. Specifically, the Cryptologic Training Manager (CTM) represents the Director, National Security Agency/Central Security Service (NSA/CSS) in matters that pertain to language training for military cryptologic personnel. The DIA Training Manager (DTM) performs a similar function for the Director, Defense Intelligence Agency (DIA) in respect to military personnel assigned to general intelligence duties.[7]

RESPONSIBILITIES

Primary Functional Sponsor (PFS)

Within The Office of the Secretary of Defense (OSD), DFLP's Primary Functional Sponsor (ASD(C^3I)) provides planning, programming, management and administrative policy guidance to the Executive Agent. The PFS is also charged with assessing the quality and efficiency of the program; recommending changes to policy, levels of resources, and training content to meet DoD requirements most economically, uniformly, and effectively; and reporting/defending the DFLP to Congress.[8]

Agencies and Departments

The Heads of DoD Components that utilize language trained personnel have a number of specific statutory responsibilities. These include the requirement to assemble, maintain, update, and project their training requirements; maintain an annually updated inventory of their language capable personnel; and inform DLIFLC of the establishment, major revision, or disestablishment of resident and nonresident language programs operated within their agencies/departments.[9] Within most components, these duties are within the purview of the Service Program Manager.

The Executive Agent (EA)

The Executive Agent, in conjunction with responsible action officers within ODCSOPS, has the preeminent role within the DFLP. The duties listed below testify to the importance of the EAs position:[10]

a. Manage all common foreign language activities within DoD;

b. Ensure that language training is provided to satisfy DoD requirements;

c. Develop administrative and financial arrangements with other U.S. Government Agencies so as to provide language training on a space-available, reciprocal or reimbursable basis;

d. Establish and maintain coordination with all key players within the DFLP (i.e. CTM, DTM, SPM and DLIFLC);

e. Provide DLIFLC's annual budget and manpower resources;

f. Authorize the establishment, disestablishment, and major revision of nonresident foreign language programs in coordination with the primary functional sponsor, services, and DoD intelligence agencies;

g. When required, establish DoD field language training facilities in coordination with concerned program mangers;

h. Provide timely policy guidance, and administrative and resource support to DLIFLC; and

i. Monitor language research and development activities.

In examining the role played by the EA and the ODCSOP's action officer who actually manages the DFLP, two points merit specific mention. First, as befits a joint program, the EA not only must coordinate with other interested services/agencies/ departments, but at least annually, the EA must empanel senior representatives of the DoD components with language mission requirements for advice and guidance on major policy, resource, and administrative issues affecting the DFLP. During the last 3 or 4 years, General Officer Steering Committees (GOSC) have proven to be an effective forum normally meeting twice per year. Second, as the HQ,DA staff point of contact, the EA has

a special responsibility to assist the Commandant, DLIFLC. This responsibility involves activities as diverse as contracting support, to ensuring that appropriate academic credit is provided for DLIFLC courses.[11]

Service Program Managers (SPM)

Within the uniformed services, the Service Program Managers (SPM) play the dominant role as they have overall staff supervision for the development, coordination and conduct of all facets of their service's foreign language program. Not only must they liaise between subordinate components, the EA, DLIFLC and the intelligence training mangers; but they are also responsible for monitoring the quality and effectiveness of their service's nonresident foreign language programs to include - when requested - supervision and/or technical control.[12]

Specifically, the pertinent joint regulation specifies that SPMs will perform the following functions regarding nonresident training programs:[13]

a. Review the status of all nonresident foreign language programs within their service/agency to preclude duplication of effort and unnecessary proliferation of programs;

b. Conduct periodic onsite evaluations of operating programs and provide results to DLIFLC;

c. Identify resources for accomplishing training requirements; and

d. Maintain records on nonresident foreign language programs.

Service Program Managers are also charged with the identification of positions which require foreign language skills; the establishment of prerequisites and administrative procedures for the selection of personnel to fill these positions via language school attendance; and the submission of validated training requirements to DLIFLC. Longer term training needs are similarly to be identified, prioritized and forwarded to the EA.

Appropriate regulatory guidance not only requires SPMs to identify/project authorized positions (i.e. requirements), but it also requires the establishment of internal service procedures to maintain an inventory of qualified foreign language trained personnel. This inventory, to be updated annually, is to reflect language proficiency, date last tested, date last completed a language utilization tour, and current assignment.[14]

The Cryptologic Training Manager (CTM)

The Cryptologic Training Manager shares DFLP responsibility with the SPMs, i.e. all military cryptologic personnel are also members of the Army, Navy or Air Force. But, whereas the SPM has overall responsibility for all linguists within his/her department, the CTM is solely responsible for ensuring that language training meets the needs of NSA/CSS.

As such, the CTM serves as the liaison between the users of cryptologic linguists, the cryptologic training community- to include service cryptologic training institutions - and other members of the DFLP family, i.e. PFS, EA and SPMs. This liaison covers all matters related to foreign language and related cryptologic applications training. Where necessary, the CTM also coordinates actions involving language training for cryptologic personnel administered outside either the cryptologic community or DLIFLC. Moreover, in his/her role as interservice coordinator for cryptologic training, the CTM has oversight for both resident and nonresident training programs, and initial and maintenance training.

The CTM also has the mission of providing the Commandant, DLIFLC with the results of cryptologic mission performance evaluations that reveal language specific, training

deficiencies. Finally, the CTM is a major participant in the development of studies and projects to meet new or substantially modified foreign language requirements for military cryptologic personnel.[15]

The DIA Training Manager (DTM)

In most respects, the DIA Training Manager performs the same functions for the general intelligence community (essentially HUMINT personnel) that the CTM does for the cryptologic community. Similarly, the DTM shares responsibility for military personnel with the respective SPM. A list of DTM's major responsibilities includes:[16]

a. Conduct liaison for the general intelligence training system with the PFS, EA and SPMs;

b. Coordinate DIA foreign language training and training development requirements, both resident and nonresident, with the EA;

c. Participate in the development of studies and projects to meet new or substantially modified foreign language training requirements for DIA and the general intelligence personnel;

d. Maintain a current listing of prioritized training development requirements for DIA, and forward them to the EA;

e. Ensure the identification of positions which require language skills; and

f. Prepare and submit validated personnel foreign language training requirements projections to DLIFLC.

Commanding General, TRADOC

The DLIFLC is a field activity under the U.S. Army Training and Doctrine Command (TRADOC). As such, the Commanding General, TRADOC has administrative responsibility to manage, operate, fund, and provide DLIFLC with sufficient personnel support to accomplish assigned missions.[17] In addition to supervising and operating DLIFLC, TRADOC is also responsible for ensuring that MOS SQTs include requirements for measuring technical language proficiency.[18]

The Commandant, DLIFLC

To the vast majority of DoD personnel, DLIFLC is almost synonymous with the DFLP. Certainly, the Commandant, DLIFLC is the best known and most visible individual associated with the DFLP. Without a doubt, the holder of this position has a tremendous impact on the DFLP.

In addition to command of DLIFLC, this officer's major missions include monitoring and controlling the DFLP, providing resident foreign language training, exercising technical control of all nonresident foreign language programs, developing foreign language proficiency evaluation tests, and

providing exportable language training and testing materials.[19]

In order to execute to these major duties, the Commandant, DLIFLC also has specific liaison responsibilities with other DFLP players. Through these efforts, the Commandant assists SPMs and commanders in determining and validating training requirements and linguist position identification criteria. He/she is also charged with the conduct of an Annual Program Review, an annual budget submission, and the preparation of a comprehensive Master Plan for DLIFLC.[20]

The Commandant, who is by DoD directive an Army colonel assigned for a 3-year tour,[21] has a great deal of statutory power - to include approval authority of nonresident language training. His/her technical control of the DFLP also includes nonresident instruction. However, the Commandant's role is not limited to oversight and supervision, but also includes technical advice and assistance. Included in the latter endeavor are DLIFLC's Mobile Training Teams (MTT) that are sent TDY to assist units/activities in the establishment and execution of a viable and effective nonresident training program. MTTs are dispatched at the request of supported units.[22]

ENDNOTES

1. U.S. Department of Defense, Directive No. 5160.41. par. B, pp 1 (hereafter referred to as "DoD Directive 5160.41").

2. U.S. Department of the Army, Army Regulation 350-20, par. 2-1, pp. 2-1 (hereafter referred to as AR 350-20)

3. Ibid., par. 1-8, p. 1-3.

4. Ibid., par. 2-1, p. 2-1 and Glossary 2.

5. DoD Directive 5160.41, par. C 1,2,3, pp. 1,2.

6. AR 350-20, pars. 1-4, and 1-8 pp. 1-3 and 1-9.

7. Ibid., par. 1-5 a and b, pp. 1-2.

8. DoD Directive 5160.41, pars. C2 and C3, pp. 1-2.

9. Ibid., par. C4, p. 2.

10. AR 350-20, par. 1-4, p. 1-1.

11. DoD Directive 5160.41, par. C5f and j, p. 3.

12. AR 350-20, par. 1-4, pp. 1-1 and 1-2.

13. Ibid., par. 3-2, p. 3-1.

14. Ibid., par. 1-4, pp. 1-2.

15. Ibid., par. 1-5a, p. 1-2.

16. Ibid., par. 1-5b, pp. 1-2 and 1-3.

17. Ibid., par. 1-8L, p. 1-3.

18. U.S. Department of the Army, Army Regulation 611-6, par. 1-5d, p. 4 (hereafter referred to as "AR 611-6."

19. Ibid., par. 1-5e, p.4.

20. AR 350-20, par. 1-5C, p.1-3.

21. DoD Directive 5160 41, par. E, p. 5.

22. AR 350-20, par. 3-2a, p. 3-1.

CHAPTER III

BACKGROUND

DoD's LANGUAGE REQUIREMENTS

Introduction

Military linguists are found in all services, both active and reserve components, within all ranks, assigned to numerous career fields, and perform a wide variety of duties, both in the continental United States (CONUS) and overseas. Notwithstanding the diverse nature of the linguist community, several important generalities can be drawn from the available statistics:

a. The linguist community is large. There are approximately 16,500 language billets within DoD's active components;

b. Most military linguists are enlisted. Commissioned and warrant officers constitute only about 18.5% of total language requirements;

c. Over 80% of all military linguists - particularly enlisted personnel - serve in an intelligence career field;

d. Almost 60% of all language requirements are found within the U.S. Army; and

e. More requirements exist for Russian than for any other language. There are also numerous requirements for Spanish, Korean, German and Arabic linguists.

Discussion

Current active component language requirements by service, officer and enlisted, are indicated below.[1] Note that numbers with an asterisk are estimates.

	USA	USAF	USN	USMC	Total
EM	7,814	3,293	1,377	763*	13,249*
OFF	1,915	626	372	100*	3,013*
Totals	9,729	3,919	1,749	865*	16,262*

Within the enlisted ranks, 80 to 90% of all linguist billets are within the intelligence community. Of these, 80 to 90% are in the cryptologic community (i.e. Signals Intelligence or SIGINT). The remainder are largely in the human intelligence (HUMINT) field which encompasses such duties as counterintelligence agent and interrogator.[2] Outside the intelligence field, the largest number of language billets are found within the Special Operations Forces (SOF) community, particularly within the U.S. Army's Special Forces commands.

The following figures identify the projected utilization of the 3,821 students that completed a basic language course at DLIFLC during FY88:[3]

Cryptologic	2,894	75.5%
HUMINT	486	12.5%
Special Forces	169	4.5%
Military Advisory & Assistance Groups	121	3.0%
Foreign Area Officers	107	3.0%
Law Enforcement	32	1.0%
Other	12	.5%

While officers generally receive language training only after selection to fill a particular billet, their assignments are more varied than for their enlisted counterparts. In addition to the intelligence field, foreign language proficiency is required for attaché military advisory and assistance group (MAAG) personnel, exchange officers, foreign area officers (FAO), and SOF personnel. However, officers-less SOF personnel, intelligence officers, and FAOs - generally only utilize their language training during a single tour, after which they return to the mainstream of their career branches. This is different from enlisted personnel, whose career patterns normally reflect repetitive assignments that utilize their language skills.

MONETARY COSTS OF LANGUAGE TRAINING

Introduction

Language training is costly. Last fiscal year, the U.S. Army spent over $59 million (M) to support various initial and sustainment training programs. After aviation training, language instruction is the most expensive item in the Army's training budget, with almost 80% of the total amount, or $46.7M, allocated to DLIFLC to operate DoD's joint language training facility at the Presidio of Monterey, California.

Language training costs for the other services are also considerable, but not nearly as high as a consequence of the Army's responsibility to fund DLIFLC. Their language training monies are generally applied toward sustainment programs.

DLIFLC's Budget

An overview of the DLIFLC budget, in million dollars, for FY88-94 is highlighted below:[4]

	FY88	FY89	FY90	FY91	FY92	FY93	FY94
Requirement	46.0	46.7	46.6	48.4	49.4	50.4	51.2
Funded	46.0	46.7	43.1	48.4	39.4	39.4	40.3

Since DLIFLC graduates approximately 4,500 linguists, it costs about $10,500 to train each servicemember. This cost does not include the military pay and allowances paid to DLIFLC students and the military staff and faculty nor does it include sunk costs to include military construction. Rather the preponderance of DLIFLC's budget (80%) is targeted for the salaries of civilian instructors.

Training costs differ by language with the longer courses requiring proportionally greater expenditures. On an average, it costs $363.00 a week per student. That figure corresponds closely to the $359.00 a week that the U.S. State Department charges for military students that attend the Foreign Service Institute's (FSI) language training program.[5]

Other U.S. Army Language Training Costs

In addition to the cost of operating DLIFLC, the Army spends approximately $12.0M annually on the following sustainment training programs:

(a) Approximately $5.0M, or one third of HQ, DA's tactical intelligence Readiness Training (REDTRAIN) Program monies, is spent on various MACOM nonresident programs for active and reserve components (AC/RC).[6] This money is used for language publications, educational materials, equipment,

tuition expenses at non DoD schools, student travel, and per diem costs.

(b) The Army Language Program (ALP) Fund provides about $2.2M for MACOM AC and RC nonresident programs.

(c) The SOF Language Program fund provides SOCOM about $2.4M for AC and RC nonresident training.

(d) Approximately $2.2M is provided to the Intelligence and Security Command (INSCOM) to fund the U.S. Army Russian Institute (USARI) and the Foreign Language Training Center, Europe (FLTCE).

(e) DIA gives the Army over $500K for the Defense Advanced Language and Area Student Program (DALASP).

(f) NSA provides the Army with $50K for the Summer Language (SLANG) Program.[7]

LANGUAGE PROFICIENCY

Skill Acquisition

General. The ability to learn a language is dependent on a number of factors to include:

- Study habits and desire;
- An ability to hear and reproduce unfamiliar sounds;
- The physical 'classroom' environment;
- The educational methodology;

- The nature of the student-teacher relationship and the frequency of their contact; and
- The instructor's qualifications and capabilities.

Two other factors merit specific mention:

Language Difficulty. Some languages are more difficult to master than others. The difference in length of DLIFLC basic language courses reflects this difficulty as indicated below with the category I being the easiest to learn and IV the hardest:[8]

Category	Course Length	Examples
I	25 weeks	Dutch, French, Italian, Slovak, Spanish
II	34 weeks	German
III	47 weeks	Czech, Greek, Hebrew, Persian, Farsi, Polish, Russian, Tagalog, Thai, Turkish, Vietnamese
IV	63 weeks	Arabic, Chinese, Japanese, Korean

Aptitude. The Defense Language Aptitude Battery (DLAB) is administered to all DLIFLC candidates to ascertain their basic aptitude to learn a foreign language. The minimum DLAB score acceptable to DLIFLC varies by the difficulty of the language as follows: CAT I-85, CAT II-90, CAT III-95, CAT IV-100. On a case by case basis, SPM may waive these requirements.

Skill Measurement

DLPT. The Defense Language Proficiency Test (DLPT) is normally taken annually. It measures global language proficiency (as opposed to mastery of a specialized vocabulary such as military terminology) in four measurable skills. These are the passive skills of listening and reading and the active skills of speaking and writing. Proficiency in each skill is measured on a scale of 0 to 5 as established by the Interagency Language Roundtable (ILR) Appendix A contains brief descriptions of the proficiency standards pertinent to each skill. However, broad descriptions are as follows:[10]

ILR Level 0: The odd word but no functional proficiency.

ILR Level 1: Survival proficiency.

ILR Level 2: Working proficiency.

ILR Level 3: General professional proficiency.

ILR Level 4: Advanced professional proficiency.

ILR Level 5: Native proficiency.

In practical terms, what does it mean to be coded as a level 1, 2 or 3 in a language skill? At Appendix B are 2 paragraphs of an article from the East German newspaper, "Neues Deutschland." Immediately following, the paragraphs are translated into English as the Level 3 reader would comprehend

it after 10 minutes. That translation also appreciates that the article is from East not West Germany by the subtle choice of foreign terms and emotional words, e.g. brutality, bourgeois, class warfare, etc.

By comparison, the Level 2 reader will miss the nuances and most difficult words. However he/she will be able to ascertain the basic and essential facts.

In turn, the Level 1 reader's performance will leave much to be desired. Even with additional time, his/her understanding will not improve. A Level 1 reader will be unable to ascertain the basic facts and will frequently misinterpret information based on what is unknown.

Not all services require their linguists to take the DLPT. Moreover, the 'speaking' proficiency is rarely tested except for personnel graduating from language institutions like DLIFLC or FSI. Writing proficiency is never evaluated. Testing for personnel in the field is normally accomplished by local Test Control Officers (TCO).

The typical service linguist is at Level 1+ in listening and reading and between 0+ and 1 in speaking.[11] In comparison, data acquired in 1988 by the Educational Testing Service during calibration of its proficiency test indicated that 4th and 5th year college students majoring in Russian have

a median listening proficiency of Level 1+ and a median reading proficiency of Level 2.

Graduates of commercial schools generally offer courses designed to provide a terminal Level 1 (Survival Skill) proficiency. Generally these courses do not provide the foundation upon which this proficiency can be enhanced.[12]

Cryptological Diagnostic Examination (CDE). USN and USMC personnel are encouraged, but not required, to take the DLPT. However, they must take the annual Cryptological Diagnostic Examination (CDE). The CDE is a technical skills oriented language test that is one component of the Navy Department's Cryptological Test and Evaluation Program (CTEP). CTEP extends over a yearly cycle in which the linguist completes training packages called Scenario Training Units (STUNS) in preparation for the annual CDE. STUNS use self-paced training modules comprised of written and oral materials that depict a specific tactical event.

The U.S. Army Intelligence School, Fort Devens, MA has been tasked to evaluate CTEP and compare it with existing cryptologic training programs. Additionally, the U.S. Army Intelligence Center School (USAICS) at Fort Huachuca, AZ

anticipates initiating a pilot program in which two Forces Command (FORSCOM) units would complete a CTEP cycle.[14]

Although naval linguists may qualify for Foreign Language Proficiency Pay (FLPP) with either the DLPT or CDE, personnel must declare in advance which test scores will be utilized. FLPP is open to all DoD linguists. Servicemembers who qualify for FLPP receive between $25.00 and $100.00/month depending on the language category (difficulty), proficiency, and number of languages in which qualified.[15]

Skill Retention

Foreign language proficiency is a time and labor intensive investment. Although one readily reaches "survival" level proficiency (ILR Level 1), advancing beyond this level:

a. Requires an excellent foundation in the language.

b. Requires exponentially longer time to advance from one skill level to another skill level. For example, a Russian student at DLIFLC can achieve a working level proficiency in speaking, listening and reading (ILR Level 2) by the completion of the 47 week basic course. However, it will take the average linguist another year, or the equivalent of two full years of concentrated study and/or language utilization, to achieve a general professional proficiency (ILR Level 3).

Once acquired, sustainment of proficiency in a language requires constant, continual practice. This is particularly true when language acquisition has occurred quickly in an intensive training environment.[16] Especially in these circumstances, a foreign language must be utilized or the acquired skills will rapidly atrophy. This may be difficult, even for these personnel assigned to a language billet. For example, SIGINT linguists often serve outside the target country. Thus, since they have few conversational opportunities, their speaking proficiency atrophies.[17] That in turn can negatively impact on listening and reading abilities since one skill can reinforce or detract from another.

Clearly, an effective sustainment or maintenance training program is essential for SIGINT and other linguists. Without a program to build upon the foundation skills acquired in the basic course, servicemembers will never progress to a more advanced proficiency level. Moreover, their acquired skills may begin to deteriorate since language usage in the field frequently involves the repetitive utilization of a specialist vocabulary at the expense of the broader, global language skills. This subject will be examined in more detail in Chapter 5.

IMPACT OF PROFICIENCY ON MISSION ACCOMPLISHMENT

The prerequisite degree of proficiency required to accomplish an assigned mission differs widely by position and MOS. While there are some positions for which an ILR Level 1+ is acceptable, others require an ILR Level 3. Moreover, while weak speaking skills may not be important to a SIGINT analyst, an interrogator would be ineffective if he/she could not satisfactorily converse with prisoners of war (POW).

Since the mid-eighties, there have been a number of independent studies by the language community that sought to quantify the proficiency level necessary for mission accomplishment. One of the first was a 1984 U.S. Army Forces Command (FORSCOM) study that determined that soldiers need to be at Level 2 to function as 98Gs or 97Es. As a consequence, FORSCOM officially established L2/R2 and L2/R2/S2 as the standards for these MOS's, proficiency levels that are considerably higher than current Army standard of ILR Level 1.[18]

A year later (1985), NSA/CSS's comprehensive Cryptologic Needs Assessment Study [19] established the minimum cryptologic proficiency at the L2/R2/S1 Level. More recently, the general intelligence community (DIA) established its minimum proficiency at L2/R2/S2[20] Levels. The other main user of

linguists within the U.S. Army, The Special Operational Forces (SOF) community has also identified a requirement for ILR Level 2 proficiency.[21] The On Site Inspection Agency's (OSIA) requirement for linguists with a proficiency at L3/R3/S3/W2 is the only known ILR Level above 2.[22]

Although an ILR proficiency level of 2 is widely regarded as adequate for normal, peacetime mission accomplishment, it is acknowledged that many tasks - particularly in wartime or contingency situations - will require a greater proficiency to rapidly translate non standard mission orders, extemporaneous conversations, and unfamiliar terminology. Recognizing this need, NSA/CSS established Level 3 as the standard for a professional cryptologic operator.[23]

RETENTION OF MILITARY LINGUISTS

General

Without exception, each military service has an aggressive program to retain qualified linguists. The reasons are obvious:

- The high dollar cost of training linguists.
- The length of basic language courses, i.e. 25 to 63 weeks plus associated technical training of up to 6 months.

- The high bonuses paid to enlistees, i.e. up to $5,000.
- The above average mental qualifications and high aptitude scores required for entrance into language dependent career fields.
- The high moral character of linguists as verified by costly/lengthy security investigations required for sensitive security clearances.
- The realization that professional language proficiency and associated technical skills can only be achieved after extensive experience.

Faced with these realities, the services have responded with generally accelerated promotions and attractive reenlistment options that inevitably feature high bonuses, e.g. the U.S. Navy offers selected linguists a $30,000 bonus for a 6-year reenlistment. The Army's selective reenlistment bonus (SRB) program follows a similar approach to target tough to retain language specialties, e.g. a $20,000 SRB is not uncommon.

Each year, however, new basic language school graduates constitute about 25 percent of the total military linguist inventory; and statistically, the entire language community is replaced every 4 years.[24] These figures clearly suggest that

the services' retention programs are collectively less than successful.

A close examination of available data indicates that the retention problem is particularly acute in the Army, if for no her reason that they have the bulk of linguist requirements.

U.S. Army[25]

MOS	% Reenlisted	
	FY89 Linguist/Army Avg(%)	FY88 Linguist/Army Avg(%)
97E (Interrogator)		
1st Term	45/47	42/47
Mid	75/87	40/90
Career	80/97	98/98
98C[26] (Signals Intelligence Analyst)		
1st Term	44/47	35/47
Mid	66/87	76/90
Career	86/97	86/98
98G (Voice Interceptor)		
1st Term	32/47	29/47
Mid	73/87	63/90
Career	78/97	85/98

U.S. Navy[27]

Compared to the Army, Navy reenlistment figures for sailors that hold a language dependent MOS are significantly higher. In fact, the Navy's retention of linguists actually exceeds overall Navy retention rates, a claim that can not be made by the Army.

	FY89 Linguist/USN Avg (%)	FY90 Linguist/USN Aug (%)
1st Term	57.9/42.4	56.1/44.3
2nd Term	65.2/61.5	60.0/63.3
Career	67.6/66.9	76.2/70.2

Navy officials attribute their high first term reenlistment rates not only to attractive reenlistment bonuses, but most importantly to high professional job satisfaction that results from language utilization. Interestingly, retention of second term and career sailors, while better than overall Navy reenlistment rates, is basically equivalent to Army statistics. These figures are probably reflective of the cumulative effect of extensive sea deployments and the corresponding lower morale caused by family separations.

USMC[28]

Approximately 98% of all enlisted USMC linguists serve in an intelligence career field, with the vast majority found in

the cryptologic community. Since the latter is under Department of Navy control, fleet marines serve similar lengthy deployments at sea. Like the Army however, much of the Marine Corps equipment is tactical and mobile, and this requires extensive maintenance. While essential, these requirements reduce the amount of time devoted to language specific duties.

Together, these challenges result in a historical reenlistment rate of about 45% for all languages. During FY89, however, that average dropped to the low thirties. Additional data is necessary to determine whether that is a one-year aberration or the beginning of a trend toward lower reenlistments. Traditionally, reenlistment rates for linguists are 5 to 10% higher than the overall USMC retention figures.

USAF[49]

Not surprisingly, the USAF enjoys the best retention of linguists. These figures correspond favorably with overall USAF reenlistment rates; rates that consistently exceed those of the other military services. The Air Force success is probably due to the high quality of life it offers its personnel; acceptable job satisfaction; generally longer, accompanied tours; and competitive reenlistment options and bonuses.

	FY89 Linguist/USAF Avg (%)	FY88 Linguist/USAF Avg (%)
1st Term	64/68	60/55
2nd Term	72/86	62/79
Career	92/98	91/97

Discussion

The general consensus within the Army is that low reenlistment rates are reflective of poor job satisfaction and limited opportunities to utilize language skills. Although there is little difference in reenlistment rates between soldiers assigned to strategic (INSCOM) versus tactical units, a PERSCOM official stated that many INSCOM soldiers elect to leave the service at the conclusion of their strategic assignment rather than reenlist and accept an assignment to a tactical CEWI (Combat Electronic Warfare and Intelligence) unit.[30]

Personnel assigned to INSCOM units are perceived as having greater opportunities to utilize their language training due to daily, realworld missions, optimal geographical locations, more sophisticated equipment, and minimal maintenance duties. In turn, tactical soldiers are thought to spend an inordinate amount of time in training, enhancing common soldier skills,

field exercises, vehicle and equipment maintenance and other non intelligence duties. True or not, the above perceptions are significant to a first term soldier assigned to an INSCOM field station particularly if the source of this information is a credible NCO.

In addition, the general stagnation in 98C and 98G promotions from 1983 through 1988 probably also contributed to the Army's low retention rates. However, the recent approval of a standard of grade exception (more authorizations for E5 and E6s and less for E1 through E4s) will increase promotion opportunities. Hopefully, these figures will be reflected in higher retention rates in the future.[31]

Compounding the Army's retention problem is the fact that many personnel enlist with absolutely no intention of remaining in the service. For example, about 55% of MOS 98C soldiers participate in the Army College Fund.[32] Since they can receive significant academic credit from their DLIFLC course, e.g. 24 semester hours for a 32-week basic German course, these soldiers find themselves at the end of a 4 year enlistment only a year or two academically behind their civilian counterparts but significantly ahead of them in terms of financial resources. Other soldiers that meet education eligibility criteria find that many intelligence related

civilian and government agencies actively pursue proficient linguists with security clearances; jobs with much greater financial rewards than active duty positions within the service.

Impact on Mission Accomplishment

Predictably, the Army's poor reenlistment rates adversely impact on mission accomplish. PERSCOM can fill only 89% and 85% of all 98G and 97E positions respectively. The percent fill for 98C soldiers with language identifiers is not available, but is probably under 90% with shortages inequitably distributed within the tactical intelligence community.[33]

Although PERSCOM estimates that accession/retention rates will remain steady, fill rates will probably decrease due to projected increases in linguist authorizations as indicated below:[34]

MOS	FY89	FY91	Delta
97E	852	888	+36
98C	2603	2696	+93
98G	3452	3715	+263

To some extent, the Army has minimized the impact of low retention rates on mission accomplishment through the accession of significant numbers of soldiers into the 98 Career Management Field (CMF) via the Bonus Extension and Reenlistment (BEAR) Program. Open to sergeants and below

with no more than 10 years service, 70% of all applicants for 98G (127 of 183) and 75% of 98C candidates (92 of 122) were approved in FY89.[35] Although many of these junior NCOs lack the technical expertise to serve in the supervisory positions to which they are initially assigned, the BEAR Program is a reasonable and cost effective means of avoiding significant personnel shortages particularly within tactical units.

ENDNOTES

1. Data obtained from Action Officers for Marine, Navy, and Air Force Foreign Language Programs and U.S. Army PERSCOM officials.

2. Ibid.

3. Interview with Edward H. Brumit, Education and Training Directorate, NSA/CSS, 28 December 1989.

4. GOSC Summary Report for 28 January 1988, par. 9a(2).

5. Interview with Peter W. Kozumplik, LTC, Defense Language Institute Foreign Language Center, Washington, 9 November 1989.

6. Interview with John Wilson, CW3, Directorate of Plans and Integration, ODSCINT, HQ DA, 28 December 1989.

7. Hanlon, Information Paper, 31 January 1989, par. 3a.

8. Kozumplik, Interview, 9 November 1989.

9. Currently only 47 weeks except for Arabic. Course extension of other CAT IV language programs is anticipated in FY92. Defense Foreign Language Program (DFLP) General Officer Steering Committee (GOSC), Summary Report for 18 May 1989,

dated 13 June 1989, para. 2c(1) and (2) (hereafter referred to as "GOSC Summary Report for 18 May 1989").

10. Practical description of proficiency levels extracted from FLTCE Command Brief.

11. Kozumplik, "OSIA Requirements," Enclosure 2, par. 1a.

12. Ibid., Enclosure 2, par. 2a(2).

13. Interview with Phillip L. Glenn, CDR, U.S. Navy, Office of the Deputy Chief of Staff of Naval Operations For Manpower, Personnel and Training, HQ,USN, 8 January 1990.

14. "Language Notes," MI Magazine, April-June 1989, pp. 37-38.

15. Electrical Message, HQDA (DAPE-MPE), DTG: 012200Z 7 April 1988.

16. Kozumplik, "OSIA Requirements," Enclosure par. 3b.

17. Ibid., Enclosure 2, par. 1a(2).

18. Interview with William R. Demsey, Dr., USA FORSCOM, 9 January 1990.

19. Brumit, Interview, 28 December 1989.

20. Kozumplik, "OSIA Requirements," Enclosure 3, pars. 3b(1) and (2).

21. Electrical Message, HQDA (DAMO-TR), Subject: Special Operations Forces Language Working Group, DTG: 031600Z7 November 1989, par.2.

22. Kozumplik, "OSIA Requirements," Enclosure 1, note 1, pars. 3e(2)(b).

23. Brumit, Interview, 28 December 1989.

24. Kozumplik, "OSIA Requirements," Enclosure 2, par. 1b(2).

25. All Army retention data provided via an interview with John Roessler, SFC, U.S. Army PERSCOM, 9 January 1990.

26. Figures include all 98C's. Available data does not differentiate between the 880 98C servicemembers that have a language trailer and those that do not.

27. Glenn, Interview, 8 January 1990.

28. Aldrich, Interview, 8 January 1990.

29. Interview with Donald Boyd, Chief Enlisted Force Development, OACSINT, HQ USAF, 15 February 1990.

30. Roessler, Interview, 9 January 1990.

31. Ibid.

32. Kozumplik, "OSIA Requirements," Enclosure 2, pars. 16(2)(b).

33. Roessler, Interview, 9 January 1990.

34. Ibid.

35. Ibid.

CHAPTER IV

INITIAL LANGUAGE TRAINING

HISTORICAL BACKGROUND

Prior to and during World War II, each military service operated its own foreign language school. With the emergence of a strong DoD and a continual emphasis on joint programs to save scarce fiscal resources, it was decided to consolidate all foreign language training for DoD servicemembers at the U.S. Army's facility at The Presidio of Monterey (POM). That consolidation was completed in the mid-seventies with the closure of the U.S. Navy language school at Anacostia, Maryland.

DEFENSE LANGUAGE INSTITUTE FOREIGN LANGUAGE CENTER

Today, DLIFLC is the largest of the four federally operated language schools. With an average student load of about 3,000, DLIFLC produces some 4,500 graduates annually. The vast majority of these are military servicemembers, although a small number of civilian employees (58 in FY89)[1] from government departments and agencies - such as the Drug Enforcement Administration (DEA) - are also enrolled.[2]

Roughly 88% of DLIFLC students are trained for assignments within the intelligence community, with 85% of those students destined for cryptologic duties. A review of DLIFLC statistics for FY88 basic courses reflect the following:[3]

Area	# Students	%
Cryptologic	2,894	75.5%
HUMINT	486	12.5
Special Forces	169	4.5
Military Advisory & Assistance Group (MAAG)	121	3.0
Foreign Area Officers (FAO)	107	3.0
Law Enforcement	32	1.0
Other	12	.5
Total	3,821	100.0

Curriculum

During FY89, DLIFLC taught courses in 27 different languages.[4] Significantly, 78% of all students were enrolled in just 5 languages: Russian 32%, Spanish 15%, Korean 11%, German 10%, Arabic 10%. The next 10 highest density languages accounted for another 18%, i.e. Czech 5.0%, Chinese 2.8%, Polish 2.6%, Slovak 1.5%, French 1.4%, Turkish 0.9%, Italian 0.7%, Vietnamese 0.5% and Hebrew 0.5%.

The remaining 4% of DLIFLC students were enrolled in the following 12 languages listed in descending number of students: Japanese, Portuguese, Tagalog, Greek, Dutch, Thai, Norwegian, Indonesian, Malay, Bulgarian, Hungarian and Romanian.[5]

Attrition

DLIFLC attrition rates differ significantly and reflect language difficulty, instructor proficiency and department size (i.e. small departments normally have lower student-teacher ratios which generally results in fewer failures). In addition to poor academic performance, basic students are also dropped for administrative reasons, e.g. inability to receive a security clearance, medical grounds, disciplinary problems, etc.

During FY89, 8.5% of all basic students were dropped for administrative reasons while 16.3% were disenrolled for poor academic performance. A breakout of academic/administration attrition by language is as follows:[6]

Basic Course Attrition (FY89)

Language	Enrolled	Academic	Admin	Total	%
Chinese	112	15	4	19	17.1
Japanese	19	1	1	2	20.5
Persian-Farsi	76	14	3	17	22.4
Tagalog	23	0	1	1	4.3
Thai	17	0	4	4	23.5
Vietnamese	17	0	1	1	5.9
German	527	47	46	93	17.6
Polish	141	37	13	50	35.3
Korean	419	91	49	140	33.4
Arabic	332	46	31	77	23.2
Greek	19	0	3	3	15.8
Hebrew	29	3	2	5	17.2
Turkish	12	0	2	2	16.7
Dutch	7	0	0	0	0
French	69	1	0	1	4.0

Italian	25	0	1	1	4.2
Spanish	559	44	41	85	15.2
Russian	1304	286	106	392	30.1
Czech	166	42	18	60	36.1
	3897	635	330	965	24.8

Language Prioritization

To make the most effective use of its resources, DLIFLC has developed a language priority list based on DIA's short-to-long range estimate of world regional areas of interest and concern to U.S. security interests. The list, which does not address dialects but only basic language, is as follows:[7]

Priority	Language
1	Russian
2	German
3	Arabic
4	Spanish
5	Korean
6	Czech
7	French
8	Polish
9	Italian
10	Persian Farsi
11	Chinese Mandarin
12	Turkish
13	Hebrew
14	Vietnamese
15	Greek
16	Thai
17	Japanese
18	Dutch
19	Tagalog
20	Portuguese
21	Hungarian
22	Norwegian
23	Indonesian

24	Afghan Pashtu
25	Serbo-Croatian
26	Afghani Dari
27	Bulgarian
28	Chinese Cantonese
29	Malay
30	Romanian

The low priority languages are also low density languages, i.e. those languages for which there are few requirements and hence, few students. Accordingly, the January 1989 GOSC approved a recommendation that the following 10 low density language training requirements be satisfied via contract instruction and that these languages be removed from DLIFLC's resident capacility at the Presideo of Monterey:[8]

- Romanian
- Malay
- Chinese Cantonese
- Bulgarian
- Afghan Dari
- Serbo-Croatian
- Afghan Pashtu
- Indonesian
- Norwegian
- Hungarian

In addition to prioritizing which languages to train, the 1988 GOSC established the following priority of training at DLIFLC.[9]

(1) Basic courses
Attaché Training
Contingency requirements

(2) Nonresident training

(3) Intermediate and advanced training. Attaché dependents' training

(4) Gateway and Headstart language programs

Organizational Structure

DLIFLC's organization is fairly straight forward. The command element consists of a U.S. Army Commandant, an USAF Deputy Commandant, a USN Chief of Staff; and an Army School Secretary; all 4 officers are colonels. There is a civilian Provost and 5 divisions: Curriculum, Faculty and Staff Development, Educational Technology, Nonresident Training, and Resident Training. A USA Troop Command, USAF Student Squadron, USN Security Group Detachment and USMC Administrative Detachment provide the command and control structure.[10]

Academically, all language training is conducted within 8 schools. These schools and their respective departments- usually organized around a single language - are depicted below:[11]

Asian School

- Chinese Department
- Multi-Language Department
  - Persian (Branch)
  - Japanese
  - Tagalog
  - Thai
  - Vietnamese

Central European School

- German Departments (3)
- Polish Department
- Norwegian Department

Korean School

- Korean Departments (4)

Middle East School

Arabic Departments (3)
Multi-Language Department
Hebrew
Turkish

Romance School

Spanish Departments (3)
Multi-Language Department
French
Italian
Portuguese
Romanian

Russian Schools I & II

Each school has 5 departments

Slavic School

Czech Departments (2)
Russian Department (2)
Multi-Language Department
Slovak
Greek

Staffing these 8 schools are almost 800 faculty members, the majority of which are native speakers over 50 years old. The projected allocation of teachers in FY90 - after elimination of low density languages instructors - is depicted below:[12]

Language	Teachers
Russian	276
Arabic	80
German	70
Korean	102
Chinese	38

Czech	58
Polish	30
Spanish	62
Persian	20
All Others	58
	794

Training Management

DLIFLC manages its training load by means of student years, i.e. one student, occupying a single seat for 52 weeks, consumes one student year. Thus, a student year can train slightly over 2 servicemembers in a 24 week basic course in a Category I language (e.g. French or Spanish) or slightly less than one student in the 63 week basic Arabic course, a Category IV language.

During FY89, DLIFLC's $46.7M budget provided enough instructors for 3,348 student years, of which 69% or 2,306 were allocated to the U.S. Army. Assuming increased funding, DLIFLC probably could accommodate approximately 1,000 more students with a modest rehabilitation and realignment of existing facilities. However, that increase would necessitate the lifting of a 4,080 student year enrollment cap imposed by the local government so as not to overtax Monterey area facilities and services.[13]

Army Participation

Traditionally, slightly over 90% of DLIFLC's student body is enlisted personnel. Only the Army sends a significant number of officer and warrant officers to DLIFLC, i.e. 264 in FY89. The Army is also the largest single user of DLIFLC. With 2,314 (2,050 enlisted and 264 officer) active component soldiers in FY89, the Army constituted about 60% of DLIFLC's basic course student body.[14] They were enrolled in one of the following 30 languages:

	Officer[15]	Enlisted[16]
Afghan Pashtu	-	3
Arabic	16	216
Bulgarian	-	2
Chinese - Cantonese	-	1
- Mandarin	8	77
Czech	2	225
Dutch	6	2
French	24	-
German	37	206
Greek	10	1
Japanese	6	2
Indonesian	4*	2
Irdo	-	3
Italian	15	1
Hungarian	1*	6
Korean	12	231
Laotian	-	1
Malay	2*	2
Norwegian	2*	-
Persian-Farsi	1	57
Polish	2	104
Portuguese	7	10
Serbo-Croatian	1*	-
Swahili	-	-
Spanish	76	134

Russian	25	751
Tagalog	4	6
Thai	4	4
Turkish	9	-
Vietnamese	-	2
	*[17]	
	274	2050

The Proficiency Enhancement Plan - A Major Initiative

General. Over the past several years, DLIFLC, with the support of the GOSC and SPMs, has initiated a number of actions under the rubric of the Proficiency Enhancement Plan. Extremely comprehensive, the Plan includes heightened graduation standards, final learning objectives, higher entry standards, language prioritization, team teaching and a new personnel system.

Team Teaching. Since 1986, DLIFLC has been moving toward a team teaching concept in which 6 teachers are assigned 3 classes of no more than 10 students each. The teaching team, which functions interdependently, has both administrative and academic responsibilities. Increased funding over the last several years has resulted in sufficient new faculty member accessions to permit most departments to implement this concept. Since team teaching essentially reduces the student-teacher ratio from 10:1 to 5:1, it has resulted in an improvement in the overall quality of instruction[18] and a

generally corresponding increase in the proficiency level of DLIFLC graduates. For example, in FY88, only 45% of basic course Russian graduates met the 2/2/1 standards. During FY89, this number jumped to 60%.[19]

Educational Technology. DLIFLC has continued to stress the development of interactive courseware and the pursuit of technology driven approaches to enhance language proficiency. Interactive video courseware for German, Greek, Tagalog, Thai and Turkish is under contract; contracts are being advertised for the development of courses in Korean and Spanish.[20]

New Personnel System. DLIFLC instructors' salaries are based on the standard General Schedule (GS) pay scale. While the typical instructor is at the GS 9 Level, he/she can work up to a GS 11; but beyond that he/she must leave the classroom and enter the administrative field.[21] The proposed new Personnel System (NPS) would provide for a 'university' rank and salary structure with faculty members designated as Instructor, Assistant Professor, Associate Professor, or Professor. Progression would be based on professional development, education, teaching performance and overall contributions to DLIFLC. However, congressional approval is required to exempt DLIFLC from provisions of the Civil Service Code.[22] Once approved, the NPS should be instrumental in enabling DLIFLC

to attract, develop and maintain a high quality professional faculty.

Military Language Instructor (MLI). In addition to civilian faculty members, there are approximately 60 military linguists assigned to DLIFLC as Military Language Instructors (MLI). These personnel are field experienced, subject matter experts, ideally with an ILR proficiency level of 3, and with practical knowledge invaluable to both students and civilian faculty members. The current proposal to augment each 6 member language team with a MLI should greatly enhance the contributions of these professionals beyond simple counseling and instructing military terminology.[23]

Faculty and Staff Development. Several initiatives are underway to improve the curriculum, facilitate course development, modernize equipment[24] and increase the number of departments by 5 to provide an average of one department head per 18 teachers. Enhanced teacher training programs are also significant as the majority of DLIFLC faculty members have been teaching for years in language programs aimed at rote memorization and good grades - rather than the obtainment of proficiency in speaking, reading and listening.[25]

Fill Rates

Like other DoD activities, DLIFLC faces an increasingly austere budget environment. Monterey's goal of obtaining maximum productivity from available resources is dependent upon an efficient and effective use of their principal and most expensive asset - faculty members. To achieve optimal utilization, student inputs must adhere to the programed schedule. 'No shows' result in a vacant seat that could have been used by another service.

Historically, DLIFLC's fill rates have been well below the DoD minimum of 85 percent, [26] e.g.

FY84	82%	FY86	82%
FY85	79%	FY87	75%

Commencing in mid-1988, the DFLP Executive Agent's Action Officer and DLIFLC initiated several steps to insist upon service compliance with projected quotas. Subsequent input reflected a marked improvement with the overall FY88 fill rate at 85% and FY89 at 96 percent. With the exception of the USMC which has always been over 100%, each service has made significant progress as reflected below:[27]

	FY88	FY89	% Change
USA	88%	97%	+ 12
USN	62%	85%	+ 23
USAF	71%	89%	+ 18
USMC	139%	122%	- 17

Final Learning Objectives

At the urging of NSA/CSS and DIA, DLIFLC is establishing Final Learning Objectives (FLO) for both cryptologic and general intelligence students. Cryptologic FLO's have been implemented for high density languages; the remainder will be developed during FY90. A comprehensive, two stage implementation has also been approved for general intelligence FLO's.[28]

Additional class time is required to teach FLO's, e.g. 52 hours for cryptologic students.[29] Currently, these skills are being taught one hour a day during the latter half of each basic course. FLOs for general intelligence students include a follow on phase that stresses interactive speaking or listening. At all times, Military Language Instructors (MLI) are expected to play a major role in FLO instruction.[30]

Adherence to Minimum DLAB Scores

The Defense Language Aptitude Battery (DLAB) is a proven predictor of a native English speaker's ability to learn a second language. Minimum DLAB scores are prescribed below for each language category (difficulty):[31]

Category I: 85 DLAB

Category II: 90 DLAB

Category III: 95 DLAB

Category IV: 100 DLAB

DLIFLC statistics indicate that attrition rates are twice as high for students with less than the recommended minimum DLAB. Acknowledging the need for better screening of students, the January 1989 GOSC specified that DLAB minimums be tracked, adhered to, and waived only by the Service Program Managers.[32]

The GOSC edict had an immediate and positive impact. The overall percent of students who did not meet DLAB minimums dropped from 16% in FY88, to 10% in FY89, to 3% in FY90 (YTD).[33] Improvements were particularly impressive in the (difficult) Category III and IV languages (Russian, Korean and Arabic).[34]

	FY88	FY89	% Change
Category I	1%	2%	- 1%
Category II	12%	13%	- 1%
Category III	17%	12%	+ 5%
Category IV	23%	10%	+13%

Training and Graduation Standards

Field surveys/studies consistently indicate that linguists must possess a ILR Level 2 proficiency if they are to

satisfy mission requirements. In recognition of this fact, DLIFLC has established a graduation standard of level 2 proficiency in listening comprehension and one other skill, with no skill lower than 1. DLIFLC's institutional goal is for at least 80% of basic course students to attain this standard.[35]

Assuming the implementation of team teaching, adherence to minimum DLAB scores, curriculum adjustments, and improvements in teacher training, DLIFLC expects to meet the following timetable so that by FY93, 80% of all graduates will meet the ILR Level 2 standard:[36]

Lang Cat	FY89	FY90	FY91	FY92	FY93
I	75%	80%	-	-	-
II	55%	65%	75%	80%	-
III	55%	65%	75%	80%	-
IV	30%	40%	50%	60%	80%

THE FOREIGN SERVICE INSTITUTE (FSI)

Background

The U.S. Department of State's, Foreign Service Institute (FSI) was established in 1946 to train State Department and other government agencies involved in foreign affairs. The second largest of the 4 federally operated language schools, FSI graduates approximately 1,300 per year; 250 of which are

DoD personnel.[38] Tuition costs for these students are $359/week; roughly equivalent to the $363 that DLIFLC spends each week per student.[39]

Most of FSI's students are employees of State; the remainder represent some 30 other departments including DoD, U.S. Information Agency (USIA), Agency for International Development (AID), and the U.S. Department of Agriculture (USDA).[40] As of 26 January 1989, 61 DoD personnel attended FSI;[41] many of which were officers preparing for attaché assignments.[42]

Organization

FSI consists of 3 schools: Professional Studies, Area Studies and Language Studies. The later is largely located at Rosslyn, Virginia outside Washington, D.C. FSI currently has about 200 fulltime instructors on the main Rosslyn campus with another 50 at its four field schools in Tunnis, Tunisia; Yokohama, Japan; Seoul, Korea; and Tapei, Taiwan. Recently, construction commenced on a new campus 5 miles west of Rosslyn. When completed in 1992, it will be able to accommodate all of FSI's activities currently scattered throughout the capital region. Its estimated cost of $60M is in addition to FSI's annual budget of $19.5M, $11.3M of which is for instructor salaries.[44]

Curriculum

FSI offers 2 basic courses of language study, the Basic Course and the FAST (Familiarization and Short Term) Course. The Basic Course is designed for personnel who require a working or professional proficiency. The FAST Program is geared to meet general orientation and cross-cultural needs of support personnel or others whose schedules do not permit longer training.

Basic courses are divided into 3 categories according to the level of difficulty and the length of the course. The most difficult, Arabic, Chinese, Japanese and Korean are 88-week programs, with the first year in Washington and the second year at an overseas field school, "World". Languages-Afrikaans, Dutch, Danish, German, French, Italian, Spanish, Norwegian, Swedish, Swahili, Romanian and Portuguese - are taught in 24-week cycles. The remaining 30 or so language courses last 32 to 44 weeks.

Classes are intensive, 4 to 6 hours per day with a half-day each week reserved for area studies. Although the maximum number of students per class is six, in reality most classes have fewer. Proficiency is measured on the 5 point ILR scale. The expected level of proficiency upon completion is a 3/3 (general professional) in speaking, and reading.[45]

FORT BRAGG LANGUAGE TRAINING

Overview

The U.S. Army's John F. Kennedy Special Warfare Center and School (JFK SWCS), Fort Bragg, North Carolina also provides initial entry language training. Through its 27 faculty members, the school offers two types of training, the Special Forces Functional Language Course (SFFLC) and the Basic Acquisition Language Training (BALT) Course. Trainees are almost exclusively Special Forces soldiers or other members of the SOF Community, i.e. civil affairs or psychological operations.[46] The school's annual budget is about $2.4M.[47]

Initiated in March 1989, the SFFLC functional courses are offered in 6 languages: 12 week French and Spanish programs, or 16 week courses in Thai, Tagalog, Persian-Farsi, and Arabic (Egyptian). During FY90, 286 students are projected to attend a SFFLC with distribution as follows: Spanish 50%, French 15-20%, Arabic 15-20%, others 10-20%.

Curriculum

SFFLC are stand alone/functional programs that provide students with basic conversational skills - especially military terminology - to communicate with and train foreign personnel. In comparison, the 3 BALT courses (Spanish, French

and Egyptian Arabic) are based on the corresponding DLIFLC basic course, e.g. the same number of class hours, class size, educational materials, text books, and language tapes. BALT graduates approximately 100 students per year in the following mix: Spanish 75%, French 20% and Arabic 5%.

Results

If possible, DLAB entrance criteria is adhered to for BALT students. End of course DLPT scores are somewhat lower than corresponding DLIFLC results, but some of this difference can be attributed to the extremely low attrition rates (5%)- it is only 1% for SFFLC. Low attrition means that marginal students finish the course, but do poorly on the DLPT; whereas, the same trainee would probably be dropped from DLIFLC. Since SFFLC students do not learn the Thai or Arabic alphabet, DLPT are possible only in French and Spanish. These scores average 0+/1[48].

OTHER U.S. GOVERNMENT LANGUAGE SCHOOLS

In addition to DLIFLC and FSI, both the Central Intelligence Agency (CIA) and the National Security Agency (NSA) have language schools for their civilian employees. Although details of these programs are classified, both rarely train other than CIA or NSA personnel and therefore they have little impact on the DFLP or AFLP.[49]

Commercial Vendors

Vendors, however, are another source of language training that DoD utilizes. There are about 30 language schools in the Washington, DC area; schools that range in size and reputation from Inlingual and Berlitz to individual language tutors. Vendors are generally used to either cover languages for which there is no in-house teaching capacity or vacancy at DLIFLC or FSI, or to provide short term refresher/advanced training for personnel stationed in the Washington, DC area.[50] For example, the 56 languages and dialects required by the attaché corps are taught - almost without exception - by FSI or commercial vendors. This permits the smooth integration of other attaché training offered in the capital region.

During FY89, DLIFLC spent approximately $2.1M on contracts with vendors, $1.5M of which was out of DLIFLC's budget. The remainder was reimbursed by using military service. This money provided instruction for about 250 students, the majority of which were involved in initial language training, but others who were enrolled in refresher programs. Given the low student to teacher ratios, weekly training costs are about 20% higher than either DLIFLC or FSI. They range from $250 to $900 per week with $500 as a rough average.[51]

ENDNOTES

1. Peter W. Kozumplik, LTC, "FY89 DLIFLC Program Performance," Memorandum (ATFL-W) to Major (P) Outerbridge, 16 September 1989, Enclosure 4 (hereafter referred to as "Kozumplik Memo to Outerbridge").

2. Kevin McManus, "Language Lessons," Government Executive, March 1989, pp. 28-31.

3. Brumit, Interview, 28 December 1989.

4. Appendix C contains a list of those languages currently taught at DLIFLC and in the Washington area. Course lengths are as specified.

5. Kozumplik, Memo to Outerbridge, Enclosure 4.

6. Interview with Peter W. Kozumplik, LTC, Defense Language Institute Foreign Language Center, Washington, 2 February 1990.

7. "GOSC Summary Report for 26 January 1989," par. 4a(1)(b).

8. Ibid., par. 10.

9. "GOSC Summary Report for 28 January 1988," par. 3c(1)(d).

10. DLIFLC Directory, October 1989.

11. Ibid.

12. Defense Language Institute Foreign Language Center, "Proficiency Enhancement Plan, 18 May 1989, (hereafter referred to as "Proficiency Enhancement Plan").

13. Kozumplik, Interview, 9 November 1989.

14. Data obtained from Action Officers for U.S. Army, Marine, Navy, and Air Force Foreign Language Programs. Actual number of Army students (2,314) slightly exceeded total seats allocated to the Army (2,306) due to utilization of unfilled seats from other services.

15. Interview with Faleilelagi Foster, SFC, USA PERSCOM, 9 January 1990.

16. Interview with, Lynn Bowers, USA PERSCOM, 28 December 1989.

17. Ten students with asterisk attended the Foreign Service Institute (FSI) vice DLIFLC.

18. Bureau for International Language Co-ordination, 1989 Conference National Report - USA, p. 1, (hereafter referred to as "BILC National Report").

19. Kozumplik, Interview, 2 February 1990.

20. BILC National Report, p. 5.

21. Kozumplik, Interview, 9 November 1989.

22. BILC National Report, p. 1.

23. "GOSC Summary Report for 26 January 1989," par. 1b(3)(a) and interview with Kozumplik, 9 November 1989.

24. BILC National Report, p. 2.

25. Proficiency Enhancement Plan, par. IIA1, p.3.

26. Kozumplik, Memo to Outerbridge, Enclosure 7.

27. Ibid., Enclosure 8.

28. "GOSC Summary Report for 26 January 1989," par. 6, p. 9.

29. "GOSC Summary Report for 28 January 1988," par. 6b, p. 6.

30. "GOSC Summary Report for 26 January 1989," pars. 6a(2) and 6d, pp. 9-10.

31. "Proficiency Enhancement Plan," par. IID, p.2.

32. "GOSC Summary Report for 26 January 1989," par. 4d.

33. Electrical Message, DLIFLC (ATFL-TDR), DTG: 232305 7 October 1989.

34. Kozumplik, Memo to Outerbridge. Enclosure 11.

35. "GOSC Summary Report for 26 January 1989," par. 2c(2), p. 4.

36. "GOSC Summary Report for 18 May 1989," par. 2a(1), p.2.

37. A 400% improvement compared to May 1989 statistics. (DLIFLC Proficiency Enhancement Plan, para. V, p.7).

38. Kozumplik, OSIA Requirements, par. 3b(1).

39. Kozumplik, Interview, 9 November 1989 and 2 February 1990.

40. McManus, p. 28.

41. Kozumplik, Interview, 2 February 1990.

42. Kozumplik, OSIA Requirements, Enclosure 2, par. 3b(2).

43. "BILC National Report," unpaged.

44. McManus, p. 30.

45. "BILC National Report," unpaged.

46. Interview with Mike Yuzakewich, JFK Special Warfare Center and School, 29 January 1990.

47. Hanlon, Information Paper, 31 January 1989, par. 3a(1).

48. Yuzakewich, Interview, 29 January 1990.

49. Kozumplik, "OSIA Requirements," Enclosure 2, pars. 3b(3) and (4).

50. Richard D. Lambert, "The National Foreign Language System," NFLC Occasional Papers, June 1989, pp. 5-6.

51. Kozumplik, Interview, 2 February 1990.

CHAPTER V

FOLLOW ON LANGUAGE TRAINING

GENERAL

Introduction

All soldiers are expected to be qualified in their MOS, with their assigned weapon and in all common soldier skills. Military linguists have another challenge, that of obtaining and maintaining a proficiency in a foreign language. Although a 97E (Interrogator) may have mastered the elicitation skills necessary to interrogate a Prisoner of War (POW), if he/she does not have the necessary language fluency, his/her technical expertise will be useless. An ILR level 2 proficiency has been determined to be the minimum fluency necessary to accomplish basic missions.

THE IMPORTANCE OF FOLLOW ON TRAINING

Follow on language training is an essential ingredient in the quest to obtain and maintain a DoD language community capable of performing assigned missions in peace and war. Included in this generic term are sustainment or maintenance, refresher and enhancement foreign language training. In short,

follow on inclues any training beyond the initial, basic language course.

For some linguists, follow on training is necessary to even obtain an ILR Level 2 - particularly for personnel who attended DLIFLC prior to the establishment of the Level 2 graduation standard. For others, follow on training is necessary to maintain an existing proficiency or to regain lost skills; while for the remainder, additional training is necessary to advance beyond a working level proficiency (Level 2) to achieve professional (Level 3 or higher) fluency.

Few linguists are consistently utilized in challenging, language duties. Even soldiers assigned to a language dependent career field, such as military intelligence, may serve a tour as a recruiter, retention NCO, drill instructor, or Equal Opportunity/Race Relations Counselor. And even greater numbers of linguists are assigned to essentially administrative or supervisory duties that require minimal utilization of their language expertise. Such positions increase with seniority and rank so that a unit's most proficient linguists are often found within the junior enlisted ranks who utilize their language training on a daily basis.

Within the officer corps, the problem is even more pronounced. After a utilization tour as an exchange officer,

liaison officer, special agent or analyst, the typical officer career pattern dictates subsequent command and staff assignments that inevitably offer few opportunities to utilize language training. Repetitive language dependent assignments are not even automatic for Specialty Code 18 (Special Forces) and 48 (Foreign Area Officer - FAO) officers. And regardless of officer or enlisted status, language skills perish all too quickly with non use. As the popular expression goes, "If you do not use it (language), you lose it."

DLIFLC's PROGRAMS

MISSION

Follow on language training is an integral part of the DFLP, which - as indicated in chapter two - encompasses all resident, nonresident and sustainment training of DoD military personnel. Since DLIFLC has the mission to conduct, supervise and/or provide technical control of DFLP foreign language training, it is a key participant in follow on training. Specifically, DLIFLC's involvement can be divided into 3 categories - Training Assistance, Technical Control and Enhancement Training. The latter, accomplished at The Presidio of Monterey, enables linguists to advance beyond the fluency level achieved during a basic course. Technical Control and

Training Assistance are means by which DLIFLC can positively influence the sustainment and refresher training of linguists assigned to operational units. As such, these missions are executed in the field, not at The Presideo of Monterey.

Training Assistance

DLIFLC's Nonresident Training Division has the mission to make the resources of DLIFLC accessible to DoD elements and individuals worldwide. Assistance may include language training materials (textbooks, tapes, magazines, newspapers), teacher training, curriculum development and/or advice on how to structure a command language program (CLP).[1] The ultimate goal is to ensure that military linguists have access to the resources necessary to maintain their perishable language skills.

Nonresident training costs constitute only a small percentage of DLIFLC's total budget. In FY89, the figure was slightly over 3%, or approximately $1.5M of DLIFLC's budget of $46.7M.[2] Nonresident monies are spent on civilian salaries, training assistance visits, course development, and training materials. A complete listing of DLIFLC's nonresident and resident language materials is contained in DLIFLC Pamphlet 350-5, "Catalog of Training Materials."

In addition to train-the-trainer assistance visits, DLIFLC also sends small mobile training teams (MTT) to the field to conduct actual training. Most MTT visits are relatively short -- generally 2 weeks -- but they can be expanded to up to 8 weeks depending on the availability of DLIFLC instructors, funding, and unit needs. Although a popular program, MTT results have been mixed due to the short length of the training; use of off-the-shelf training materials not tailored to the unit; and classes that typically consist of students with widely different fluency levels and training needs. Conversely, MTT results have been much better when the training was specifically developed to meet limited objectives specified by the unit.[3]

Technical Control

By regulation, DLIFLC has technical control over all DoD nonresident language training. DLIFLC's authority to approve training methodologies, instructor qualifications, course texts, and training materials is designed to ensure that nonresident students receive quality, efficient, and cost effective training. Generally speaking, DLIFLC plays a passive role in this respect, offering advice and assistance when requested as opposed to omnipresent, dictatorial, supervision and control. Not surprisingly, this approach meets with the approval of supported field language schools.

Enhancement Training

Each year DLIFLC conducts a limited number of enhancement courses at Monterey to meet specific service identified requirements. Generally, DLIFLC offers 1 advanced (Russian) and 9 intermediate courses (Russian, Spanish, Korean, Arabic, German, French, Czech, Chinese and Vietnamese). Course length is two-thirds that of the basic course; class size is up to 10 students. All attendees have utilized their initial training during one or more field assignments. There are also technical modules like LeFox training. These follow on courses are open to qualified personnel upon graduation from the basic course.[4]

Enhancement training builds on the proficiency developed during the basic course. Since selected skills must be present if the student is to gain the maximum benefit from follow on training, the 1989 GOSC established the following entry level requirements and graduation standards.[5]

	Intermediate		Advanced	
	Entry	Graduation	Entry	Graduation
Listening	2	2+	2+	3
Second Skill	2	2+	2+	3

The number of students that annually attend enhancement training (either intermediate or advanced) are quite small

(less than 70) in comparison to the 3,800 servicemembers enrolled in a basic course. The ratio of follow on to basic course students could - and probably should - improve, but DLIFLC's main emphasis continues to be meeting field requirements for basic course graduates. In short, if linguist retention were to improve, the need for basic course graduates would corresponding decrease with the budgetary savings applied against increased numbers of intermediate and advanced course.

COMMAND LANGUAGE PROGRAMS

Regulatory Guidance

At the opposite end of the spectrum from DLIFLC's well resourced, extensive, resident training courses are the spartan, nonresident sustainment and refresher programs found within operational units. These command language programs (CLP) are mandatory. AR 611-6 requires MACOMs to provide on-and-off duty training "to maintain language skills at desired proficiency levels to support readiness objectives." MACOMs accomplish this mission "by providing facilities, funds and manpower to support appropriate nonresident foreign language training, testing and effective refresher/maintenance training at subordinate installations."[6]

Unit Command Language Program Operations

Per AR 621-5, MACOMs are requi. . to manage foreign language refresher maintenance and enhancement training. However, the responsibility to establish and operate effective CLPs clearly (para 4-3a, AR 611-6) and rightfully rests squarely with the unit commander assisted by the Army Education Center. Nevertheless, the quality of CLP vary greatly and depend on several factors including the number and proficiency of linguists, languages to be trained, facilities, unit mission, higher command support, equipment, funding, and the availability of qualified instructors.

Generally speaking, CLPs are most effective when established at the highest practicable echelon. When permitted by force stationing, brigade operated CLPs are better than battalion programs, which are more effective than separate company programs. Resource poor detachments with a handful of linguists usually have the most difficulty in establishing an effective CLP.

Most Army CLPs - particularly at battalion level and below - depend heavily on the local Education Center to contract for language instructors, provide access to a language laboratory, and furnish training materials. To supplement these basic resources, the unit will independently acquire open source

publications, video and audio tapes and a variety of classified/unclassified materials from NSA/CSS and DLIFLC. Frequently, the unit's CLP will also include field deployments, TDY trips, and school attendance. The widespread fielding of TROJAN has also been beneficial as it combines MOS training, language maintenance, and mission accomplishment. Although not always required by higher headquarters, the general consensus indicates that an effective CLP requires a linguist to spend approximately 10 hours per week in language maintenance.

In many units, an average of 10 hours per week is difficult to achieve given the variety of other missions. This is particularly true of Army tactical intelligence units which generally have fewer opportunities to routinely perform their language dependent mission. However, some tactical intelligence units have had great success in incorporating sure language maintenance with MOS training and target knowledge in a manner that combines and mutually compliments training and operational missions. The 103 MI Battalion (CEWI), 3rd Infantry Division garrisoned in Wurzburg, West Germany, reported outstanding results following adoption of this innovative and challenging approach.[7] Appendix D contains the 103 MI Battalion's language program.

For many other units, their daily missions revolve around field deployments, mission support, maintenance requirements,

MOS training, common tasks training, physical readiness training, weapons qualification, etc. Almost inevitably, language proficiency levels in these units steadily declines despite command emphasis and support. For these units, it is absolutely essential that assigned linguists participate in an intensive language training program, free from the distractions of the normal garrison environment. In most cases, this training environment can only be found in a MACOM language school.

MACOM LANGUAGE SCHOOLS

Filling the gap between DLIFLC's resident training programs and unit command language programs are MACOM language programs and their associated language schools. This paper will examine 2 such programs, the FORSCOM Language Program, and the Foreign Language Training Center Europe (FLTCE) which operates under the joint auspices of USAREUR and INSCOM.

Foreign Language Training Center Europe (FLTCE)

Historical Background. In 1981, INSCOM and USAREUR conducted a joint linguist survey that identified a need for Russian, German and Czech language refresher, maintenance and enhancement training for personnel in the European theater. In October 1984, the Foreign Language Training Center Europe (FLTCE) commenced its first class in Munich, Germany.[8]

Since that date, 2,781 students have participated in a variety of FLTCE courses, including Polish and Arabic which were added in 1988 and 1989. Eighty-five percent of these students were Army personnel - 42% from INSCOM units, the remaining 58% from USAREUR. Since 1987, FLTCE has accepted other DoD personnel, with the greatest numbers coming from the USAF, followed by the USN and USMC.

Mission. The primary mission of FLTCE is to provide short course, foreign language refresher and enhancement training to DoD personnel in Europe. Within this mission, the first priority is on refresher training, i.e. raise substandard linguists to ILR Level 2; the second priority is on enhancement, i.e. raise Level 2 linguists to 2+ or 3.

FLTCE also has a second mission to provide all possible assistance to command language programs throughout Europe. This includes advice on how to structure, establish and/or administer a CLP; distribution of language training materials, especially those developed for FLTCE courses; and general advice and information related to unit language training. In this respect, the USA FLTCE Catalog is an essential training resources working aid for a CLP.[9]

Curriculum. For FY90, FLTCE has scheduled 5 refresher courses. Each 7 week course contains 5 different language

classes with the following capacities: Russian 48 (students), German 42, Czech 15, Polish 6 and Arabic 6. In addition to these courses, FLTCE will conduct a 10 person class for the On Site Inspection Agency (OSIA), a 40 student German as a third language class, and 15 seat class for CLP managers. Total FY90 enrollment should reach around 650, slightly more than FY89.

A typical day for a refresher student consists of 4 hours of language fundamentals (grammar, vocabulary and composition) followed by a 3 or 4 hour reinforcement class that is devoted exclusively to speaking. Student teacher ratios are 12 to 1 for the fundamentals class, and 3 to 1 for the reinforcement class. In addition, students have 2 to 3 hours of homework each evening.

Almost all the material used by FLTCE is developed "in house" by staff members. Few traditional textbooks are used, instead the faculty makes wide use of foreign language newspapers and magazines so that students become conversant with topical issues. Written materials are extensively augmented by audio and video tapes, and live TV and radio broadcasts.[10]

Organization and Resources. FLTCE is a subordinate element of INSCOM's US Army Russian Institute (USARI), located in Garmish, West Germany. Commanded by an Army lieutenant

colonel, FLTCE's TDA includes 12 military members (4 officers, 8 enlisted) in a variety of leadership, instructional and support roles. FLTCE is also authorized 11 civilians; 6 of whom are local nationals in administrative billets and 5 US faculty members in pay grades of GS-11 and 12. Rounding out FLTCE's current staff is a GS-13 representative from NSA/CSS and 3 permanent over hire US civilians, i.e. a GS-09 budget analyst and 2 GS-11 language instructors.[11] Together, FLTCE's military and US civilian staff conduct all fundamental instruction.

Operating costs for FLTCE are included in USARI's annual $2.2M[12] budget. Unquestionably, however, FLTCE is an extremely cost effect training program. In FY89, USAREUR and non Army tuition costs were $1960 for the 7 week refresher course. Although tuition for FY90 has risen to $2100,[13] the per week charge of $300 is still lower than the $363 cost of DLIFLC or the $359 charged by FSI. To a great extent, FLTCE has been able to hold down costs by contracting with local national, native speakers to teach the reinforcement or conversation classes that constitute about one half of the curriculum. Although these instructors are well paid ($19.14/hr)[14], they are reimbursed only for their time in the classroom. FLTCE incurs no expenses between classes, over holidays and during vacation periods.

Results.[15] During FY89, FLTCE taught 563 refresher students in five languages. Using their entry DLPT, a significant number were at or below ILR Level 1 as indicated below:

	Read	Listen	Speak
Russian	41%	50%	74%
Czeh	27%	41%	64%
German	11%	14%	52%
Polish	52%	45%	72%
Arabic	50%	56%	83%

Of these students, 98% improved in at least 1 skill area with 48% exhibiting improvement in all 3 skills. These results were not abnormal as FY88 and FY87 statistics reflect similar improvement on the end of course DLPT:

	All 3 Skills	2 of 3 Skills	1 of 3 Skills
FY89	48%	35%	15%
FY88	55%	34%	11%
FY87	50%	40%	10%

Overall, the percentage of FY89 students who exited FLTCE having improved in a designated skill is as follows:

	RU	GM	CZ	PL	AD(Arabic)
Speaking	96%	68%	94%	96%	100%
Reading	89%	75%	81%	88%	50%
Listening	75%	52%	71%	78%	33%

The extent of this improvement is generally significant as reflected by the percentage of students whose proficiency increased at least 1 ILR level:

	RU	GM	CZ	PL	AD(Arabic)
Listening	37%	14%	29%	43%	7%
Reading	55%	29%	45%	36%	--
Speaking	53%	19%	35%	75%	100%

Perhaps an even greater barometer of the quality of the FLTCE program is the percentage of graduates that achieve the desired working level proficiency (ILR Level 2) or higher in a skill area:

	Entry	Exit	Delta
Listening	36%	67%	31%
Reading	34%	80%	44%
Speaking	9%	50%	41%

To a soldier, attendance at FLTCE normally has a double benefit. Not only does his/her increased language fluency enhance his/her ability to accomplish the mission, but it frequently means a slightly increased paycheck. Upon entry to FLTCE, approximately 50% of all students were eligible to draw Foreign Language Proficiency Pay (FLPP). By graduation that number had risen to between 78 and 88% depending on the

language. Other servicemembers were able to increase the amount of FLPP they received, as a consequence of a higher demonstrated proficiency.

U.S. Army Forces Command (FORSCOM)

Background. With approximately 1,000 active component and another 300 reserve component linguists assigned throughout the continental USA, FORSCOM faces a considerable challenge to ensure that assigned soldiers maintain their proficiency in a variety of languages. Based on FORSCOM's own evaluation, language dependent personnel such as Interrogators (97E) and Voice Interceptors (98G) need an ILR Level 2 proficiency to perform assigned missions. Accordingly, in 1984 FORSCOM prescribed Level L2/R2 as the minimum proficiency for all assigned linguists.

During the same study, FORSCOM discovered that there were few, quality unit command language programs and no meaningful guidance on how to structure or develop such a program. Moreover, the training materials provided by DLIFLC's nonresident training division were virtually the same as those in the resident classes and while appropriate to a academic setting, they were found unsuitable to the tactical field environment. Together, these factors resulted in only 19% of Active Component (AC) linguists at the required 2/2 level.

FORSCOM's Philosophy. This situation prompted FORSCOM to develop a simple language program based on a Functional Diagnostic Test (FDT). Developed by a Denver firm (Technical Language Services, Inc.), the FDT is a 600 item test that identifies weaknesses in specific areas, e.g. verbs, capitalization, and time usage. Each deficiency is keyed to one of 60 to 100 training modules. Experience indicates that the average linguist requires work on between 10 and 25 modules. Since each module takes 6 to 10 hours to complete, the normal linguist has an ambitious training program tailored to his/her individual needs.[16]

Initially, FDT were developed for 10 key languages under a $1.2M contract. Subsequently, another 10 languages have been added and 1st SOCOM has contracted for another 10 lower density languages at a cost of $1.35M in SOF Language Program funds. The FDT is administered to approximately 600 AC and RC soldiers per year at a cost of around $1,500.00 per soldier.[17]

In addition to the global language oriented FDT - albeit with extensive military terminology - and the HQ, DA required DLPT, FORSCOM also encourages use of the VICE (Voice Intercept Comprehensive Evaluation) test, a mission type DLPT. Utilization of all 3 tests provides the best overall assessment of a linguists's strengths and weaknesses. FORSCOM believes

that such an evaluation is invaluable for effective nonresident training; training that is essential to the development of a professional (Level 3) linguist. Acknowledging DLIFLCs increased success in graduating a Level 2 linguist, FORSCOM points out that it takes about twice the time to turn out a Level 3 than a Level 2 linguist. That additional training time can only be found in an effective nonresident program that builds on the foundation prepared at DLIFLC.[18]

While FORSCOM focuses on proficiency vice time spent in training, it is clear that "time on task" has a direct, positive relationship with the desired results. FORSCOM also has determined that structured training under an instructor is roughly twice as effective as self study; a conclusion that corresponds with that of a recent deputy commander of USARI.[19]

FORSCOM Programs. Based on that philosophy, FORSCOM has been an active and enthusiastic supporter of language training programs on its CONUS installations. On posts with a small number of linguists, the Education Center has been a valuable partner, particularly instrumental in obtaining local language instructors. Funding for this should improve as FORSCOM anticipates having a $500K to $1M contract for language instructors in place by June 1990.

FORSCOM is also supportive of establishing comprehensive language training centers - similar to FLTCE - on posts with a high density of linguists. Unfortunately a 1984/1985 attempt to trial that concept at Corps posts was unsuccessful due to a number of factors, including insufficient resources.

Despite this action, Forts Bragg, Hood and Lewis have established viable language training programs to meet the needs of their assigned linguists.[20] All three programs are characterized as good and since the program at Fort Bragg has been previously discussed, a brief look at Fort Lewis may be useful.

Home to large numbers of both SOF and MI soldiers, the Fort Lewis Language School offers a variety of courses ranging in length from 2 weeks to 3 months. The 4 week refresher/ maintenance course and the 12 week functional course for SOF soldiers are the most popular. Using locally hired, native instructors, classes are tailored to a unit's needs in Russian, Tagalog, Chinese, Japanese, German, Korean, Spanish and Thai.

Employing very non traditional teaching methods, Fort Lewis' results have been outstanding. Since 1986, 75% of all students in the 4 week refresher course have improved their reading or listening proficiency at least a half an ILR level. Over 75% of SOF soldiers score at least a 0+ at the end of the

12 week functional course. In 1988, 50% of all MI linguists met the FORSCOM standard of L2/R2. Perhaps most significantly, the cost of all programs are low, i.e. $380 per student for the 4 week refresher course.[21] See Appendix E for additional information on Fort Lewis' language programs.

In addition to decentralized installation programs, FORSCOM CLPs also take advantage of TROJAN fielding and DLIFLC Mobile Training Teams. FORSCOM also centrally manages a number of other programs to include 2 week training sessions at Brigham Young University (BYU). Offered 3 times a year (December, May and July/Aug) and ideally suited for RC soldiers, BYU provides refresher, intermediate and advanced course instruction in 11 languages to approximately 550 soldiers each year. Contract costs average about $200K per year; student travel and per diem expenses are paid for out of REDTRAIN funds.[22]

FORSCOM Results. Despite the success of the BYU Program, significant problems remain in respect to the RC language community. Not only are there 300 RC linguist to fill 1600 to 1700 RC language requirements, but less than 10% of these personnel are at the 2/2 Level.

On the other hand, FORSCOM efforts to improve the proficiency of AC soldiers have been far more successful.

In 1984, only 19% of all linguists were at the 2/2 Level. By 1989, this figure had risen to 38%. Even more impressive has been the improvement in category 3 and 4 languages - from 6.9% in 1984 to around 38% today.

FORSCOM acknowledges the cyclic nature of language training in CONUS units and their dependence on command emphasis. Nevertheless, FORSCOM believes that continued improvements can be made via diagnostic testing, modular instruction, a revitalization of DLIFLC's nonresident training division, and the development of a comprehensive Army strategy for linguists.

FOREIGN LANGUAGE PROFICIENCY PAY (FLPP)

General

Responding to an Army initiative, in 1986 the Congress authorized the payment of a monthly monetary incentive to officers, warrant officers, and enlisted personnel who qualify for and maintain the required proficiency in a designated foreign language. Since its 1987 implementation, the incentive of Foreign Language Proficiency Pay (FLPP) has enhanced the attitude and receptiveness of soldiers, thereby significantly improving the overall effectiveness of follow on training.

Eligibility Criteria

Soldiers of all grades are eligible for FLPP if they are certified as proficient via the DLPT in one or more of the 41 foreign languages for which DoD has a critical need. Qualified personnel must be assigned to military duties requiring proficiency in the requisite language. However, FAOs and Special Forces (SF) officers, and warrant officers and enlisted soldiers in the SF and MI career fields are generally eligible regardless of their current assignment since the likelihood of subsequent language dependent duties makes the retention of language skills of paramount importance.[23] Eligibility criteria for USAF, USN and USMC servicemembers are slightly different, but these services generally target intelligence personnel and/or those serving in a language billet.[24]

All services require personnel to be certified as proficient within the last 12 months. For the USA and USAF, the DLPT is the sole determinate of this proficiency; USN and USMC personnel may opt to utilize either the DLPT or the Cryptologic Diagnostic Examination (CDE), but they must identify in advance which test they will use for determination of FLPP eligibility.[25]

FLPP Payments

FLPP monthly payments to Army personnel are as follows:[26]

FLPP 1	$25.00	FLPP 3	$75.00
FLPP 2	$50.00	FLPP 4	$100.00

Determination of FLPP payment levels are based on ILR proficiency ratings in listening, reading and/or speaking, and the category or difficulty of the language. Note that the lowest proficiency rating received will be used to determine the FLPP level. Current payment levels are in accordance with the table below:[27]

Proficiency Level			Language Category			
L	S	R	I	II	III	IV
1+	1+	1+	NA	NA	FLPP 1	FLPP 2
2	2	2	NA	NA	FLPP 2	FLPP 3
2+	2+	2+	FLPP 2	FLPP 3	FLPP 3	FLPP 4
3	3	3	FLPP 3	FLPP 4	FLPP 4	FLPP 4

The payment matrix for the USAF and USN is slightly different and is targeted to meet the needs of their language communities. For example, minimum FLPP in the USAF is $50.00 per month, while USN sailors must be proficient in a least 2 languages to receive $100.00 per month.[28]

Results of FLPP

By any criteria, FLPP has been a major success. As of July 1988, 3,600 soldiers were receiving FLPP. This constituted 46% of enlisted and 25-33% of officer author-

izations. The average monthly payment was $58 for enlisted and $68 for officer personnel. As the number of language proficient soldiers increased, so has the cost to the Army. In FY87, total FLPP expenditures totalled approximately $1M; for FY90 this figure is expected to reach $7.3M.[29]

The number of sister service personnel receiving FLPP roughly corresponds to the Army's experience. Current estimates by service are as follows:[30]

USAF - Almost 50%

USMC - Approximately 60%

USN - Greater than 95%

USA - 65% (Gross Estimate)

ENDNOTES

1. Defense Language Institute, Foreign Language Center, DLI Pamphlet 350-13, p. 1 (hereafter referred to as "DLI Pam 350-13").

2. Kozumplik, Interview, 9 November 1989.

3. Ibid.

4. Kozumplik, Interview, 14 February 1990.

5. "GOSC Summary Report for 26 January 1989," pars. 4a(3) and 4d.

6. "AR 611-6," par. 1-5.

6. Ibid., pars. 4-2 and 4.3c.

7. Interview with Thomas M. McLaulin, LTC, former commander 103D MI BN (CEWI), Carlisle, PA, 17 February 1990.

8. John Gruden, MAJ., "U.S. Army Foreign Language Training Center, Europe," INSCOM Journal, November 1986, p.1.

9. Jon P. Baker, LTC, "USA FLTCE's Command Language Program Support Mission," Memorandum, Munich, 27 October 1989, pars. 1 and 2.

10. Taped interview with Jon P. Baker, LTC, US Army INSCOM, 10 January 1990.

11. Jon P. Baker, LTC, US Army INSCOM, FLTCE Command Brief, as of 1 February 1990 (hereafter referred to as "FLTCE Command Brief").

12. Hanlon, Information Paper, 31 January 1989, par. 3a(4).

13. Baker, FLTCE Command Brief.

14. FY 1990 FLTCE Command Budget, dated 19 May 1989.

15. FLTCE statistical results extracted from current FLTCE Command Brief.

16. Interview with William R. Demsey, Dr., Chief, Exercise and Training Division, J2, USA FORSCOM, 9 January 1990.

17. Hanlon, Information Paper, 31 January 1989, par. 3ab(4)(a).

18. Dempsey, Interview, 9 January 1990.

19. Interview with Michael H. Crutcher, COL, US Army War College, Carlisle, PA, 3 November 1989.

20. Dempsey, Interview, 9 January 1990.

21. Interview with Yvonne Powelek, Language Coordinator, I Corps, Fort Lewis, WA, 6 February 1990.

22. Hanlon, Information Paper, 31 January 1989, par. 3b4(b).

23. U.S. Department of the Army, Army Regulation 611-6 (Draft), par. 6-4 (hereafter referred to as "AR 611-6, draft").

24. Fletcher, Ann, CPT, "Foreign Language Proficiency Pay (FLPP), "Information Briefing, ODCSPER, HQ,DA, Washington, 26 August 1988 (hereafter referred to as "FLPP Information Briefing").
26 August 1988.

25. Glenn, Interview, 8 January 1990.

26. "AR 611-6," par. 6-5b.

27. Ibid., par. 6-5d.

28. Fletcher, FLPP Information Briefing, 26 August 1988.

29. Ibid.

30. Data obtained from Action Officers for U.S. Army, Marine, Navy, and Air Force Foreign Language Programs.

CHAPTER VI

MANAGEMENT OF LINGUISTS

GENERAL

Introduction

Like the application of combat power, Army linguists must be employed at the right time, at the right place, and in the right numbers on both the peacetime and wartime battlefield. Linguist management, an overarching term that covers this entire process, is the third pillar upon which the Army's Foreign Language Program rests. For the purposes of this study, *linguist management not only* includes promotions and assignments, but also accession, retention and personnel management policies that collectively ensure that the Army has a sufficient pool of qualified linguists to meet service requirements.

Linguist management generally applies to enlisted soldiers within the intelligence career field. With the exception of SF officers and FAOs, most officers do not serve sufficient, repetitive language assignments to merit the development of a comprehensive management system. Conversely, however, about 85% of linguist personnel within the enlisted and warrant officer ranks belong to a language dependent, intelligence MOS,

most of which are in the cryptologic field. For these soldiers, about 85% of whom are enlisted, a comprehensive, life cycle management program is essential to a viable Army Foreign Language Program.

The Army's Role as Executive Agent

Concerns. As the Executive Agent for the DFLP, the Army has considerable influence on the services' language program and indirectly on linguist management, e.g. accession standards, training curriculum, graduation proficiency, and nonresident training support. However, as with any joint program, there are a number of proposals on how the Executive Agent could better represent the needs of the individual services, and how the Program (DFLP) could be modified and/or improved. Most of the 7 concerns listed below focus on DLIFLC and include:[1]

(1) Lack of genuine power. There is a perception that DLIFLC has trouble competing within TRADOC for funds, particularly in respect to the combat arms community. Others believe that more horsepower will enable DLIFLC to obtain enhanced administrative/logistical support. Finally, some point out that since few/none of DLIFLC's senior military officers are ever promoted, the Command Group is externally perceived as a deadend job devoid of any real power.

(2) Late scheduling. There is a consensus that courses are not scheduled far enough in advance to support the enlistment of personnel who do not come on active duty for another 9-12 months.

(3) The cap on the number of DLIFLC students. Some personnel argue that DLIFLC fails to appreciate service problems. For example, they point out that DLIFLC's student cap result in insufficient numbers of basic course graduates to meet field requirements. Although these officers acknowledge the inconsistency between raising the student cap when available seats go unfilled, and the desirability of making maximum use of available seats, they argue that circumstances beyond service control preclude higher fill rates and that DLIFLC makes no effort to understand or appreciate these issues.

(4) Everything is a zero sum game. DLIFLC's improvements or emphasis in one area are inevitably countered by decrements or neglect in another area. For example, the DoD mandated establishment of a 27 week training course for On-Site Inspection Agency (OSIA) personnel resulted in corresponding decreases in basic course quotas. Similarly, any increase in advanced and intermediate classes immediately correspond to decrements in basic course seats. Moreover, the lack of an OSIA manning document simply means that personnel are assigned to OSIA at the expense of "lower priority" requirements.

(5) A lack of emphasis on nonresident training. There is a widespread consensus that DLIFLC's Nonresident Language Training Division does not meet the needs of the field. Recommendations include budget increases that would permit the development of materials more suited for nonresident training than the basic course texts which are generally provided.

(6) The general lack of flexibility. This inflexibility was generally attributed to DLIFLC's size, civilian staff, general bureaucracy, union restrictions, and funding constraints. It was regarded as particularly troublesome in respect to course scheduling and class size.

(7) Too many and too frequent changes. Again, there was a general consensus that DLIFLC often fails to properly and fully evaluate the impact of program modifications. Instead of trying to assess both the positive and negative aspects of a curriculum change, DLIFLC has already shifted its focus to another initiative. Consequently at DLIFLC, "Things are always going to get better, but they never do."

Plaudits. On the other hand, there were a number of favorable comments concerning the DFLP. Three of the most significant include:[2]

(1) The Army is generally regarded as doing a good job as Executive Agent. All services believe that the Executive Agent

acts in a fair, impartial manner and does not adopt policies and procedures optimized to benefit the Army.

(2) There was no enthusiasm to move the Executive Agent to the Office of the Secretary of Defense (OSD) or to the Office of the Chairman of the Joint Chief of Staffs (JCS). The potential benefits of elevating the Executive Agent to this level (more power and increased funding) was thought to be outweighed by increased layers of bureaucracy and the fear that the DFLP would rank so low in respect to other issues facing senior DoD officials that it would receive little priority or emphasis, i.e. the small fish in a large pond syndrome.

(3) Service representatives also felt that adequate mechanisms exist for the Commanders-in-Chief (CINC) of the unified and specified combatant commands to influence the DFLP. Adding formal CINC representation would unavoidably delay and complicate the decision making process without any corresponding benefits. Individual training is a service responsibility that takes CINC input into consideration. Interestingly, however, service representatives opined that they could do even more to represent their CINCs if the combatant commands would do a better job in articulating linguist requirements, essential proficiency levels, etc.

Common Linguist Management Practices

Linguist management differs by service and reflects personnel management philosophies, language communities and foreign language requirements. As such, a brief description of each service's linguist management program will highlight similarities, differences and possible areas of improvement/change.

However, there are two general linguist management practices common to all military services. They are:[3]

(1) In all services, "linguist" is an additional skill identifier rather than a primary specialty. None of the services have a linguist specialty, although one proposal would permit enlisted RC soldiers to hold MOS 04B (Translator/Interpreter) and 04C (Expert Linguist).

(2) Service personnel management systems focus on the occupational specialty (MOS) rather than on the language skill. All systems are optimized to provide MOS qualified personnel to fill specific billets, rather than to develop a community of qualified personnel from which language requirements can be satisfied. This leads to a emphasis on initial language training to fill the billet, rather than follow on training to develop qualified linguists.

With the exception of the USN, DFLP language programs are operated through service intelligence staffs.[5] The Navy's program falls under the Deputy Chief of Naval Operations for Manpower Personnel and Training -- roughly analogous to the Army's DCSPER -- but is administered by a career cryptologic officer sensitive and responsive to the needs of the Navy's intelligence community.

While service billets are coded as requiring a specific language, only the Navy's positions are currently coded as requiring a specific language proficiency.[6] This permits the Army's personnel system - and some commanders - to consider readiness requirements satisfied when billets are filled with personnel of the appropriate specialty and rank.[7]

Pre-existing language capability is rarely used by services to fill commissioned billets requiring a language capability. Officers generally receive language training only after selection to fill a particular billet. Due to the requirement to maintain proficiency in their career fields, officers are rarely employed in subsequent assignments requiring a language capability.

LINGUIST MANAGEMENT IN THE U.S. NAVY[8]

Overview

Individuals who work closely with the DFLP consistently give the U.S. Navy high marks for the management of their linguist corps. It is a large corps with 1,377 enlisted and 372 officers billets. Over 70% of the enlisted personnel serve in the cryptologic intelligence field as Crytologic Technical Interceptors (CTI), roughly akin to the Army's 98G MOS. Many of the remaining enlisted sailors and most of the officers serve a single language assignment before returning to their primary career field.

Within the CTI career field, sailors can expect repetitive assignments to realworld, intelligence collection duties that maximize the use of their foreign language capabilities. Only a few CTI sailors are assigned to nonlinguist duties in recruiting and basic training units. Frequently at the pay grade of E-8 and above, CTI NCOs shift to the analysis and reporting (A&R) of collected information versus actual intercept operations. At the grade of E-9, many CTI NCOs will be used as supervisors both within and outside of the cryptologic field.

Linguist Management

A CTI's language ability should peak at the E-7 level with the obtainment of a proficiency level of 2+ or 3. Personnel at the E-8 and E-9 grades are expected to maintain this level. A E-6 petty officer's or chief petty officer's (E-7 & E-8) success in achieving these proficiency standards does impact on their promotion potential. The Navy's SPM or his representative personally briefs each centralized selection board (E-7 and above) and stresses that a CTI's primary skill is language fluency and that those abilities are critical to mission accomplish and should be considered in the promotion selection process.

Every language billet in the USN is coded by MOS, grade, specific language and proficiency required. Most positions require a Level 2, especially those at the grade of E-5 and below, while some at E-6 and above are coded as a 3/3. The Navy has no problem in assigning personnel by these criteria and believes that it would be impossible to manage their language program without such specificity. The Navy's SPM representative stated that language proficiency coding was essential to identify total requirements, assess the quality of service linguists and schedule follow on (advanced and intermediate) training to meet outstanding requirements.

Like its sister services, a relatively small percentage of naval linguists are intermediate or advanced course graduates, i.e. maybe 20%. Since most linguists consistently use their training during repetitive operational assignments, language proficiency continues to improve without the necessity of additional formal training. It is probably for this reason that the Navy does not operate any follow on language schools although units -- particularly aviation units-- have strong command language programs. The Navy tends to use available institutional training facilities such as DLIFLC or the Army's FLTCE as a reenlistment incentive, or when increased proficiency is required for a special assignment.

LINGUIST MANAGEMENT IN THE US MARINE CORPS[9]

Overview

Like the other members of the Navy Department, the U.S. Marine Corps has a good reputation in respect to linguist management. With about 250 language requirements, the USMC enjoys an advantage over its larger sister services. This has permitted the development of management procedures that capitalize on personnel managers who become very familiar with the requirements of specific language billets and the reputation/capabilities of marines available to fill these positions.

Linguist Management.

While the size of their linguist communities may differ significantly, the USMC's philosophy concerning linguist management is similar to that of the Navy. Both services stress the importance of language proficiency and have personnel systems capable of factoring this criteria in respect to assignments and promotions.

In the USMC, this can be done rather informally due to the small number and personal management of career linguists, about 98% of which are in the career field of signals intelligence (SIGINT) or human intelligence (HUMINT). Thus, while billets are not coded by language proficiency, detailers (assignment managers), who are intelligence NCOs, are sensitized to whether a marine can adequately fill a particular billet. Most importantly, the best/most critical language billets go to personnel with higher proficiency levels.

In general, the more language proficient marines also get promoted faster. Raters are encouraged to highlight proficiency test results (CDE or DLPT) on efficiency reports. This is important because marines compete for promotions within their MOS and language career fields.

Like their Navy counterparts, few marine linguists are intermediate or advanced course graduates, i.e. probably 10% or

less. In part, this is due to the fact that SIGINT interceptor personnel generally transition to analysts at the E5/E6 Level. Since these personnel normally handle translated reports, the need for follow on training is somewhat reduced.

Nevertheless, the percentage of personnel qualified for FLPP, approximately 60%, suggests that marine linguists are reasonably proficient. This is attributable to challenging assignments, about 60% of which are overseas, strong unit command language programs (CLP), and utilization of alternative follow on training programs. Included in the latter category are 2 week courses at BYU, NSA sponsored/funded summer language (SLANG) training programs for SIGINT personnel at civilian universities, and OCONUS training via DIA's Advanced Language and Area Studies Program (DALASP) open to HUMINT personnel. Marines also attend FLTCE.

Both fleet marines and radio battalions have CLPs. These programs will be strengthened by TROJAN fielding and the procurement of a satellite receiver capable of language acquisition at a cost of $3,000 per site. And finally, the Commandant of the Marine Corps recently directed that CLPs be inspectable by IGs, a change that should identify and eliminate weak CLPs.

LINGUIST MANAGEMENT IN THE U.S. AIR FORCE[10]

Overview

In comparison to the USN and USMC, the U.S. Air Force has a larger linguist force with 3,919 requirements, 626 officer and 3,293 enlisted. And since it is more difficult to manage large versus small groups, one could correctly predict that the Air Force would have a greater challenge in managing their linguist community.

To simplify/improve linguist management responsibility within HQ, USAF, the Air Force's Foreign Language Program was recently moved from Personnel, and the senior intelligence officer on the air staff was designated as the SPM. Experience over the last two years, indicates that this structure is more responsive and provides better support to Air Force linguists, the overwhelming majority of which belong to the cryptologic career field.

Linguist Management

Like the Navy, the U.S. Air Force has realized the importance of coding language billets by grade, language and desired proficiency. The latter coding is a recent initiative that will take another 2 or 3 years to complete. Nevertheless, the personnel system attempts to make assignments based on proficiency using DLPT results.

Promotions, however, are not tied to language proficiency; nor does the Air Force's SQT equivalent, the Skills Knowledge Test contain a foreign language module. However, an airman's language proficiency could positively or negatively influence his/her Annual Performance Report (EER).

The Air Force's language sustainment/enhancement program is regarded as marginally effective and depends on the initiative of individual linguists. Attendance at DLIFLC's intermediate and advanced courses is voluntary; approximately 5% of all personnel elect to participate in this training. A number of negative incentives including Monterey's high cost of living, lack of government housing, a PCS move, and susceptibility to an OCONUS assignment upon course completion keep this percentage low.

The Air Force does emphasize the importance of command language programs (CLP) and they are found in every unit that has a language mission. Although the Air Force has no equivalent to FLTCE, their participation in this program is second only to the Army. Air Force linguists also participate in NSA's Summer Language Program and in BYU's two week language courses. Slightly less than 50% of enlisted linguists are estimated to receive FLPP.

LINGUIST MANAGEMENT IN THE U.S. ARMY

Overview

With over 10,000 authorizations and approximately 60% of all DoD language requirements, the Army's language programs dwarfs all other services. Not only does the sheer size of this community challenge the Army's ability to manage these critical assets, but a number of other factors not universally faced by other services, greatly complicate the task faced by the Army's SPM, the Deputy Chief of Staff for Intelligence.

These complicating factors include:

(1) The worldwide deployment of the Army which necessitates a requirement for almost every foreign language.

(2) A diversified language community that includes among its enlisted ranks, 4,450 cryptologic soldiers, 808 interrogators, 551 counterintelligence agents, 510 special forces personnel and 2,012 soldiers who belong to almost all other career management fields (CMF).[11]

(3) The presence of linguists throughout the tactical force structure and at all echelons down to armored cavalry regiments and separate brigades.

(4) Numerous small detachments of HUMINT linguists arrayed worldwide to support strategic intelligence missions.

(5) The assignment of approximately 50% of all linguists to tactical units whose primary mission is combat readiness/training vice realworld intelligence collection.

Linguist Management

AR 611-6, Army Linguist Management, 16 October 85 is the keystone document for the Army's Language Program (ALP).[12] This Regulation specifies that the SPM (DCSINT) has overall staff supervisory authority for the development, coordination, and conduct of the ALP.[13] The ODCSINT also has the responsibility of providing a general officer to chair the Army Language Program Review Committee (ALPRC).[14]

The ALPRC is to meet at least annually. The ALPRC reviews and assesses overall policy guidance and management of the ALP. It ensures that the ALP is supportative of changing Army requirements, that all Army linguist requirements are met, and that adequate personnel are acquired, trained, allocated, and utilized. With a membership that consists of senior representatives from ODCSPER; ODCSOPS; the Soldier Support Center, National Capitol Region; Office of the Chief of the Army Reserve; National Guard Bureau; TRADOC; and PERSCOM; the ALPRC is structured not only to review and recommend Army linguist policy, but to promptly identify and address linguist problems.[15]

AR 611-6 is a compendium of definitions, responsibilities, training requirements and administrative procedures. Among the most significant provisions are those that address the establishment of linguist requirements, the professional development of career linguists and linguist readiness. If these provisions are fully and effectively implemented - and they are not -- they have the potential to provide a strong, structural framework for the ALP.

Establishment of Linguist Requirements. The 16 October 1985 edition of AR 611-6 tasks users to code language requirements on TDA and TOE documents by both language and the language proficiency required for each skill (listening, reading, speaking, and writing).[16] Not only is this requirement reaffirmed in a recently approved -- but yet unpublished -- update to AR 611-6, but a 19 July 1988 decision at the DFLP/Army Language Training Program GOSC directed a "zero based" scrub of Army language requirements to ensure authorizations properly reflect both the specific language and the appropriate skill level required.[17]

Although the field did not meet the December 1988 suspense, this action is ongoing and fully supported by ODSCINT and ODCSOPS. Action officers stress its importance in identifying not only total language requirements, but also the

number of basic, intermediate and advanced courses necessary to meet these requirements. Additionally, this action will permit DLIFLC's Nonresident Training Division to develop adequate, exportable materials to support Army requirements not satisfied by a resident DLIFLC course.[18]

Professional Development of Career Linguists. Like its sister services, most career linguists (i.e. personnel in a language dependent MOS) are enlisted soldiers who serve in the intelligence field. Regardless of MOS, the career development of these personnel is inherent in their assignments, training and utilization. "These personnel will be assigned to duties that stress progressive acquisition and use of higher level language skills. Intermediate and advanced language courses, when available, will be routinely incorporated into their career progression."[19]

In reality, this professional development pattern is frequently not met for several reasons:[20]

(1) Particularly in tactical units, most linguists advance to supervisory positions during their second enlistment. Generally these positions provide few opportunities to extensively use language skills as duties increasingly involve personnel management, training,

maintenance and general administrative actions. As a consequence, a unit's best linguists are frequently its junior enlisted soldiers.

(2) Probably no more than 5% of all Army linguists are intermediate or advanced course graduates. In fact, USA PERSCOM requisitioned no enhancement training seats at DLIFLC in FY88 and 89. Instead the Army relies on unfilled USN, USAF and USMC seats to satisfy its few intermediate and advanced course requirements.[21]

(3) Enlisted assignments are made on the basis of a soldier's grade, MOS and language identifier. Consideration is not given -- except in rare occasions -- to an individuals's proficiency. Not only are TOE/TDA positions not coded by language proficiency, but PERSCOM's automated assignment system would be technically unable to handle such specificity without a major software change. Although such an update is contemplated, it will take several years to field. Understandably, personnel officials are also generally unenthusiastic about factoring language proficiency into assignments as each additional assignment criteria complicates an already difficult assignment process.[22]

Linguist Readiness. Currently, AR 611-6 requires commanders of authorized linguists to include in the remarks

column of the unit status report (USR), a description of the language mix, and on hand versus authorized strength.[23] This linkage between unit readiness and linguist proficiency is enhanced in the pending update to AR 611-6 which requires a description of the unit's linguist posture, i.e. language mix, on hand versus that authorized, linguist proficiency, and training program.[24] There is, however, no requirement that unit readiness levels be automatically tied to linguist availability and proficiency. A unit commander, however, could subsequently lower his readiness level to reflect such deficiencies.

Although an automatic linkage between C levels and language proficiency is widely viewed as extremely useful in increasing the visibility and importance of linguist capabilities and training, it is believed that existing personnel shortages and the high percentage of linguists below ILR Level 2 would cause instant unreadiness - a situation that senior Army leaders are unwilling to accept.[25]

Designation as a Linguist. The current edition of AR 611-6 defines a linguist as one who has obtained at least a proficiency level of 1 in all skills tested. The award of a Language Identification Code (LIC) is somewhat less restrictive in that a soldier needs only to obtain a proficiency level at 1

in two tested skills, with one being listening.[26] The pending change to AR 611-6 aligns the definition of linguist with award of the LIC by simply requiring an individual to obtain a proficiency level of 1 in reading and listening.[27]

Regardless, the establishment of linguist proficiency at ILR Level 1 directly contradicts all available studies that identify Level 2 as the minimum standard necessary to accomplish routine missions. This is critical because it permits consistently unqualified personnel to retain their language dependent MOS despite their inability to obtain a working level proficiency in the language. In fact, not only can such NCOs retain their MOS, but they will ordinarily be promoted -- assuming satisfactory job performance as reflected on EERs.

Certainly, inadequate language abilities can be annotated on an EER. But since many NCOs infrequently utilize their language skills and/or are supervised by senior NCOs/junior officers who are not language qualified, a NCOs' language deficiencies may not be readily apparent. In short, supervisors are more sensitive to what a NCO can do, not what he/she should be able to do. Language errors are rarely discovered.[28]

Even SQT's are unable to surface a soldiers deficiency in a language. Although the 6 or 7 higher density language

dependent MOS do have a foreign language component, it is not large enough to significantly effect the overall SQT score.[29] Thus, a high SQT score would suggest that a soldier was extremely well qualified, while unidentified language deficiencies would preclude full utilization of his/her technical MOS skills.

ENDNOTES

1. Identified during interviews with all SPM representatives and numerous other personnel knowledgeable in the linguist field.

2. Identified during interviews with all SPM representatives and numerous other personnel knowledgeable in respect to the DFLP.

3. Kozumplik, "OSIA Requirements," 20 December 1988, par. 4.

4. Glenn, Interview, 8 January 1990.

5. Kozumplik, "OSIA Requirements," 20 December 1988.

6. Glenn, Interview, 8 January 1990.

7. Kozumplik, "OSIA Requirements," Enclosure 2, par. 1a(5).

8. Glenn, Interview, 8 January 1990.

9. Aldrich, Interview, 5 January 1990.

10. Interview with Ryan T. Whittaker, CAPT, U.S. Air Force, HQ, USAF, 8 January 1990.

11. Bowers, Interview, 6 February 1990.

12. ALP (Army Language Program) is synonymous with AFLP (Army Foreign Language Program).

13. AR 611-6, par. 1-5a(3).

14. Ibid., par. 1-6c(1).

15. Ibid., par. 1-6.

16. Ibid., par. 2-1 a and b.

17. U.S. Department of the Army (DAMO-TR/DAMI-IS), Electrical Message, DTG: 051916Z August 1988.

18. Wilson, Interview, 28 December 1989.

19. AR-611-6, par. 3-27a.

20. Personal experiences and observations except where noted.

21. Bowers, Interview, 28 December 1989, and Kozumplik Interview, 14 February 1990.

22. Ibid.

23. AR 611-6, par. 5-1.

24. AR 611-6, draft, par. 5-1.

25. Opinions expressed by several knowledgeable officials familiar with the AFLP.

26. AR 611-6, pars. 3-22 and 3-23.

27. AR 611-6, draft, pars. 3-20 and 3-21.

28. Personal observations and experience.

29. Wilson, Interview, 28 December 1989.

CHAPTER VII

GENERAL ASSESSMENTS AND RECOMMENDATIONS

GENERAL OBSERVATIONS

Popular Perceptions

A mistake that is frequently made is to equate the Army's Foreign Language Program (AFLP) with DLIFLC. For those individuals that habitually make this erroneous association, DLIFLC single handedly deserves all the credit or blame for the quality, quantity, and overall state of the Army's corps of military linguists.

Unfortunately in this respect, DLIFLC and the AFLP generally attract far more critics than admirers. Admittedly, there are reasonable grounds for this disenchantment. The most critical commentators point out that:

- Despite considerable cost and a lengthy training program that is frequently a full year, DLIFLC consistently graduates soldiers who are unable to perform the basic duties expected of a linguist;

- Units never seem to be allocated their full compliment of linguists. There are always critical personnel shortages despite extremely attractive enlistment and selective reenlistment bonuses;

- The AFLP is not only very costly, approximately $59M in FY89, it is also very inefficient as the entire language community is statistically retrained every 3 to 4 years; and

- Linguists never seem to be "fully trained." Instead, they spend an inordinate amount of time in a formal school environment, involved in a REDTRAIN (readiness training) opportunity or participating in unit language training.

The Three Pillars of Language Proficiency

Regardless of the validity of these criticisms, it is both unfair and unproductive to attribute all the failings of the AFLP to DLIFLC. The AFLP rests on three pillars: initial language training; follow on courses to refresh, sustain or enhance the initial instruction; and a comprehensive personnel management system that ensures qualified linguists are available in the right numbers, and at the right time and place to meet Army requirements.

Overall Assessment

Since AFLP is the sum of its component parts, its failings can be attributed to deficiencies within its 3 pillars - each of which has individual strengths and weaknesses. Overall however, the author assesses the strongest leg of the language triad to be initial training which is essentially provided by

DLIFLC. No longer deserving its poor reputation, DLIFLC's recent initiatives offer real promise that remaining deficiencies will be satisfactorily addressed.

Follow on training is assessed to be the next strongest component or pillar. It is, however, very much a mixed bag that runs the spectrum from superb follow on training programs like FLTCE, to unresourced, inadequate command language programs.

Currently, linguist management is assessed to be the weakest of the three pillars. The personnel system considers language readiness requirements satisfied when billets are filled with soldiers of the appropriate specialty. This focus on filling billets vice developing an adequate linguist community has created an environment in which "disposable linguists" are accepted as the cost of meeting requirements.

The subsequent discussion will expand on this general assessment and will offer several recommendations to strengthen each pillar. However, these pillars rest on a DoD foundation that itself is a composite, interlocking structure composed of the DFLP's Executive Agent, Service Program Mangers, MACOMs, DLIFLC, and the Primary Functional Sponsor. A brief comment regarding this foundation is appropriate before examining the 3 pillars that collectively support language proficiency.

ENHANCEMENTS TO DOD's LANGUAGE STRUCTURE

Assessment

DoD does not have a comprehensive view of the DFLP. There is a tendency to look at the individual parts without recognizing the interconnectivity and interdependence between the three pillars. Despite the cost of DFLP and its critical importance to national security, it is only recently that an Army officer has been able to work full time to coordinate the various aspects of the Program, establish overall policy goals, and integrate individual service programs. Despite this important step, the need remains for a strengthened, centralized office to enhance the effectiveness of the DFLP; minimize redundancy among service programs; optimize utilization of limited resources; respond to short term requirements; conduct long term planning; and formulate an coordinated, integrated DoD master strategy for foreign language training.

Recommendation

Recommend that the Executive Agent examine the feasibility of delegating overall responsibility for the DFLP to the Commandant, DLIFLC. Although this action would expand the

Commandant's responsibility, no increase in the DLIFLC staff is envisioned. The ODCSOPS staff would also remain unchanged with an action officer designated to facilitate contact within the Washington community.

In addition to current missions, the DLIFLC Commandant's responsibilities for overall management at the DFLP would include:

- Coordinate and integrate service language programs;
- Assist in the preparation of the DFLP budget;
- Formulate, recommend, and articulate overall DoD linguist policy to include training, force structure, management policies and standards, and personnel utilization;
- Establish and oversee a worldwide, comprehensive follow on language training program that is applicable and relevant to all services;
- Document and fund all initial and follow on language training less command language programs; and
- Sponsor DoD studies/research projects to examine language training methodologies, refine language requirements, and assess overall linguist capabilities.

To preclude layering, the Commandant would report through the DCSOPS to the Executive Agent. Most of TRADOC's administrative responsibility for DLIFLC would cease with

DLIFLC's designation as a field activity of the ODCSOPS, a relationship similar to that of the U.S. Army War College. An alternative relationship would be to integrate DLIFLC into the National Defense University system.

Regardless of the ultimate organizational relationship, the position of Commandant, DLIFLC should be elevated to general officer rank (07 or 08). The additional stature and corresponding authority would enhance the Commandant's credibility and influence, facilitate administrative/logistical support, and improve his/her access to the senior military and civilian officials of all services and DoD on matters pertaining to the DFLP.

As the DFLP manager, the Commandant, DLIFLC would also have the ability, responsibility, and authority to rapidly respond to unanticipated changes in the DFLP. For example, the need to realign the DFLP is evident if one considers the excellent prospects for US/NATO and USSR/Warsaw Pact agreement in CFE, START, and other arms control conferences. It is estimated that agreements in these forums will increase by 229 to 383,[1] the number of linguists required by the On-Site Inspection Agency (OSIA), without substantially reducing the intelligence linguists required for technical verification. As the single point of contact for this action, the Commandant,

DLIFLC would be able to identify and document requirements, apportion manpower responsibilities among the services, and train designated inspectors.

Assessment

The Army serves as DoD's Executive Agent for the DFLP. As the largest user of the DFLP, the Army has the greatest interest in ensuring that the Program is professionally administered. Although J-7 (Operational Plans and Interoperability Directorate), Office of the Joint Chiefs of Staff would be a doctrinally acceptable alternative, it is doubtful if J-7 has sufficient resources to effectively manage a joint program as large and complicated as the DFLP. It is also questionable as to whether the DFLP would receive the same visibility and priority at this echelon. Moreover, there is widespread consensus that ODSCOPS, HQDA manages the DFLP in a fair and impartial manner.

Recommendation

The Department of the Army should continue as the Executive Agent for the DFLP.

INITIAL LANGUAGE TRAINING - DLIFLC

Assessment

DLIFLC appears to have a well conceived action plan to enhance the quality of instruction provided to its 3,500 trainees each year. These initiatives rest on a solid foundation recently strengthened by new facilities, adherence to entrance standards, improved fill rates, reduced student to teacher ratios, and higher graduation standards. Nevertheless, there are a number of actions that DLIFLC can take that will increase the probability of success. While many of these actions are relatively minor, collectively they will make a difference.

Recommendations

1. Continue to emphasize the goals established in the Proficiency Enhancement Plan. Carefully validate/evaluate results before making any major adjustments.

2. Restructure the staff to increase responsiveness, facilitate administrative actions, and reduce bureaucratic layers.

3. Be more flexible. Be prepared to commence an occasional class with 11 or 12 students if the alternative is to retain the extra student(s) in a lengthy administrative hold.

4. Encourage an expansion of follow on training by backfilling basic course, attrited seats with personnel requiring refresher/sustainment training. When appropriate and programmed, these students can enter an intermediate course at the completion of the basic course.

5. Add one military language instructor (MLI) per each 6 member, faculty team - without a corresponding reduction in civilian faculty authorizations. To fully use his/her military expertise and experience, the MLI should be utilized for more than simply teaching military terminology.

6. Expeditiously adopt the New Personnel Structure. In the absence of enabling legislation, increase funding to raise the grade structure of 2 members of the language team to GS-11 and one member (Team Leader) to GS-12. The remaining 3 members should stay at the GS-7/9 level.

7. Increase both the quality and quantity of military personnel assigned to DLIFLC. Although there are notable exceptions, two negative perceptions exist:

a. No service assigns their most promising officers to DLIFLC.

b. There are insufficient military personnel within DLIFLC to ensure the expeditious execution of unpopular decisions made by the Commandant,

or the DFLP GOSC. Such decisions are unnecessarily delayed in the anticipation that the rotation of military personnel will permit the issue to be reconsidered by a more understanding audience.

8. Initiate planning to acquire "excess" facilities. that will be available with the closure of Fort Ord. Priority should be placed on housing to reduce the financial burden of PCS personnel (students, faculty and staff) in this high cost area.

FOLLOW ON LANGUAGE TRAINING

Assessment

Experience indicates that with rare exception, linguists require additional, follow on language training to refresh, sustain, or enhance instruction covered in the basic course. This education is available through various language programs and associated schoolhouses which support various command and/or geographic echelons. Including the basic course, the author has identified 4 instructional echelons or tiers:

Tier One - Service wide initial training, e.g. DLIFLC, FSI.

Tier Two - MACOM or theater follow on programs, e.g. FLTCE.

Tier Three- Consolidated language programs at brigade through corps, e.g. I Corps and Fort Bragg, NC.

Tier Four - Battalion and below command language programs.

With the exception of PCS attendance at a Tier One school, most language training is done either in a TDY and return status at a Tier Two school, or at a Tier Three or Four activity at the servicemember's home garrison. Thus, with the exception of Tier One schooling, the unit commander rightfully retains the responsibility for follow on training. In most cases, however, the unit does not have the resources, facilities, training expertise, or manpower to establish a comprehensive and effective follow on training program.

In those instances, some institutional involvement is necessary. In ideal circumstances, the various types of follow on training (Refresher = R, Sustainment = S, Enhancement = E) should be taught - in descending priority - within the following programs or schools:

Tier One - E,R,S.

Tier Two - R,E,S.

Tier Three- R,S.E.

Tier Four - S,R, (E - not possible)

There are some who minimize the value of follow on training with the caveat that, "If they didn't learn it the first time, they never will, so don't throw good money after bad." That naivete suggests a lack of understanding, not only about language training, but also the reality that the next conflict will be a "come as you are war" with little opportunity to "train up" for it.

Besides follow on training, there are other means of obtaining an IRL Level 2 or 3 proficiency. One way is to simply increase the length of training at Tier One schools. Admittedly, this would not be practicable without a corresponding increase in a servicemember's enlistment contract since it takes about twice as long to get to Level 3 than to Level 2. But once at Level 3, language retention increases significantly; hopefully this would obviate the need for lengthy follow on training.

Recommendations

1. Develop a comprehensive diagnostic evaluation tool which is cross referenced to self paced, instructional modules similar to that utilized by FORSCOM. The use of this evaluation, particularly when coupled with other tests, will provide both the linguist and his/her commander a personalized road map to enhanced proficiency.

2. Increase emphasis and budgetary support to Tier Two and Three programs. Reasonable goals would include the establishment of:

- A Tier Two school in each overseas theater, e.g. in USAREUR (FLTCE is already in being), Korea, SOUTHCOM, and CENTCOM (if politically possible). These schools would provide intermediate and advanced course instruction both to in country and out of country linguists. To reduce costs, mess and billets would be provided to all personnel in a TDY status.

- Tier Three programs at corps and other CONUS installation with significant numbers of linguists. These programs would operate under the auspices of the senior commander and provide a variety of refresher and enhancement programs tailored to linguist needs. Scaled back unit command language programs would remain to handle classified, MOS specific instruction, but there would be no need for individual MI and/or SOF commands to operate redundant programs.

3. Utilize language skills during subsequent MOS training. While the 98CL and 98G programs at Goodfellow Air Force Base are adequate, the USA Intelligence Center and School has been unable to find a satisfactory means of incorporating foreign language training into 97E instruction.

4. Increase the integration of foreign language play in field exercises.

5. Increase DLIFLC's emphasis on nonresident (NR) training to include additional funding, expanded usage of mobile training teams, innovative materials developed exclusively for NR students, revised nonresident curriculum, and the assignment of top quality personnel to DLIFLC's Nonresident Training Division.

6. Encourage DLIFLC to assume an expanded technical oversight role with Tier Two and Three schools. DLIFLC should maintain its nonintrusive approach that stresses assistance vice control, but its increased involvement will guarantee that Tier Two and Three schools have quality, cost effective programs; and that full benefit is being taken of DLIFLC's extensive experience in instructional techniques, teacher training, educational research, and curriculum development.

7. Request DLIFLC design an accelerated, self-paced course that will help prepare students for enrollment in an intermediate or advanced course. The course should condense instruction addressed in the previous course (basic or intermediate) and be structured so that it can be used with or without a language instructor.

8. Provide DLIFLC with adequate "seed" money to develop and field prototype, high technology, nonresident training systems. Generally, this program should not be service or

MOS specific, but designed to enhance global language skills. Serial production of such equipment should incorporate all field requirements with individual services and MACOMs responsible for a proportionate share of the cost based upon the number of systems procurred.[2]

LINGUIST MANAGEMENT

Assessment

While linguist management may be the weakest or least developed pillar, it is also the most difficult to construct. Linguist management encompasses more than the simple assignment of a linguist to a specific billet. That culminating administrative action (assignment order) sits atop a mound of personnel policies, procedures, incentives and control mechanisms that involve a number of major players, e.g. the ODCSPER, ODCSINT, ODCSOPS, PERSCOM, TRADOC and MACOMs. Thus, any action to fix or strengthen linguist management must contend with multiple bureaucratic layers and institutional inertia. Consequently, the Army has been unable or unwilling to address issues that seriously weaken both linguist management and the entire DFLP.

In a nutshell, the personnel system is optimized to fill billets; billets that are ideally coded with broad requirements

that simplify their fill by making the maximum number of servicemembers qualified to fill them. Since almost all language vacancies can be currently satisfied by basic course graduates, the system expends its maximum effort to recruit and train these individuals.

Unfortunately, many missions are beyond the capabilities of basic course graduates. Moreover, most of these graduates are insufficiently motivated -- via either professional satisfaction and/or personal incentives -- to remain in the service. Thus, with most linguists opting to leave the service, there is only a secondary emphasis on follow on training and the development of a professional linguist community. Consequently, the Army faces great difficulties in executing language missions.

The recommendations outlined below are intended to refocus the Army from procuring and training "disposable linguists," and toward the creation of a truly professional linguist corps: A community that costs less to obtain, retain and train; and one which is better qualified to accomplish the variety of critical foreign language missions in peace and war.

Recommendations

1. Integrate language training with professional development. For example, for enlisted soldiers, the basic

language course would remain linked with AIT, while intermediate and advanced courses would be modules of BNCOC and ANCOC. Attendance would be mandatory, assuming the soldier met basic entrance requirements for follow on language training. Attendance would be waived for those NCOs who had already achieved the desired proficiency.

2. Change AR 611-6 to increase the minimum proficiency levels for a linguist from 1 to 1+ or 2. Provisions could be made for the Language Identification Code and MOS to be awarded provisionally at a lower proficiency level. However, by some timeline, the linguist must acquire the ILR Level 2 proficiency that is conceded as necessary for mission accomplishment.

3. Do not make proficiency a Go - No Go criteria for promotion, but expand the SQT language module to give it more weight in computing the soldier's overall score.

4. Expediate completion of the ongoing "zero based" scrub of Army language requirements directed by the DFLP GOSC in 1988. Accurately identify the total linguist inventory and code each billet by MOS, specific language, paygrade and required proficiency levels by skill.

5. Initiate appropriate software changes to personnel assignment systems to permit the assignment of personnel by MOS, language, paygrade and proficiency levels.

6. Create a master linguist MOS for both NCOs and warrant officers. Keep the total number of authorized positions relatively small, perhaps 10% of the total linguist inventory. A Master Linguist Program would focus on soldiers with 6 to 10 years of service who have demonstrated excellent language aptitude and a solid duty performance. Master linguists would retain their entry level MOS and be eligible for assignments within their CMF that are coded as requiring a high level of proficiency. Alternatively, they could be utilized outside their MOS and CMF to operate command language programs, as military language instructors at Tier One (DLIFLC) or Two (FLTCE) programs, or as staff officers/NCOs responsible for linguist actions at MACOM and higher headquarters. Master linguists would be ideal candidates for assignment to the OSIA or for any position in which the predominate skill was language proficiency vice technical expertise, particularly if such expertise could be quickly acquired at a MOS producing school.

7. Ameliorate long standing linguist shortages by a mix of enticing enlistment and retention programs. In addition to the existing 4 year enlistment option and bonus, offer an attractive 6 year enlistment - perhaps guaranteeing a choice of language and intermediate course attendance. Retain a standards of grade structure that provides suitable promotion

opportunities for qualified personnel. Expand the Selective Reenlistment Bonus (SRB) Program and Unit/Station of Choice guarantees to maximize retention of qualified linguists. Promote Bonus Extension and Retraining (BEAR) and the Language School Reenlistment Option to attract quality nonlinguists. Involuntarily reclassify quality soldiers into language dependent MOS's when necessary.

8. Code most officer language assignments as joint duty positions in order to attract more volunteers. If an officer requires 6 to 12 months of specialized (language) training to accomplish his mission, logic suggests that the extent of his/her interface with foreign counterparts will be sufficient to merit joint designation.

9. Change AR 220-1, Unit Readiness Reporting, to formally link readiness categories with linguist availability and obtainment of the minimum proficiency (ILR Level 2), while permitting the unit commander to subjectively upgrade readiness. Such a linkage would highlight the importance of language training and should result in increased resources devoted to it. Although this readiness linkage should be adopted immediately, it should not be effective for 18-36 months to permit the realization of linguist improvements and to avoid instant unreadiness.

10. Finally, develop a comprehensive Army Master Strategy for Linguists that acknowledges language proficiency as the most important component in a language dependent MOS -- the hardest skill to acquire and the easiest to lose. Despite a considerable investment in language training (initial and follow on), the Army does not receive a suitable return for its investment. The Army's personnel system needs to be thoroughly examined. Only through the proper mix of assignment, training and professional/personnel incentives can the Army hope to attract and retain quality, military linguists.

ENDNOTES

1. Peter W. Kozumplik, LTC, "Treaty Verification Linguist Requirements," Memorandum, 3 March 1990.

2. Interview with Larry G. Lehowicz, BG, Director of Training, ODCSOPS, HQDA, 9 March 1990.

CHAPTER VIII

PROSPECTS FOR THE FUTURE

A few years ago, a candid assessment of the Army's Foreign Language Program (AFLP) would have probably rated the Program as marginal. The high cost of language training, questionable abilities of linguists, poor linguist retention, a lack of management procedures, consistent linguist shortages, rapid turnover of the linguist community and a lack of a vision for the future, would have correctly pointed to significant, systemic problems.

Today, many of these problems have been resolved or at least mitigated. Viable solutions are being aggressively pursued for those issues that remain. Credit for this turnabout largely goes to the leadership and successive action officers with the Directorate of Training, ODCSOPS, HQDA, which has statutory responsibility for managing and administering the DFLP.

Concluding that it was essential to place the primary emphasis on initial language training, ODCSOPS efforts -- in tandem with DLIFLC -- have resulted in significant progress, e.g. managing DLIFLC seat fill, enhancing the quality of DLIFLC students, determining the linguist inventory, identifying

language requirements, funding increased numbers of DLIFLC instructors, and -- most importantly -- producing more DLIFLC graduates able to perform their professional duties. The future offers even more promise as DLIFLC increases its emphasis on nonresident training, while sustaining the progress derived from its comprehensive Master Plan.

While the centralized, directed, actions of the DoD Executive Agent have had a positive impact on the AFLP, the Army must initiate a number of measures to correct Army specific problems. These actions, which will compliment the efforts of the DoD Executive Agent, are within the responsibility of the Army Service Program Manager, the DCSINT.

Until recently, the Army appeared unwilling or unable to address these issues. However, the 9 March 1990 Army GOSC strongly suggests an ODCINT vision that bodes well for the future of the AFLP. In particular, the Army SPM's acknowledgement of the critical importance of life cycle management of linguists indicates a willingness to address an issue that was previously regarded as "too tough to handle."

Toward this goal, ODCSINT identified 8 basic personnel life cycle management functions, i.e. structure, acquisition, individual training and education, distribution, deployment,

sustainment, professional development, and separation. Appendix F identifies some of the subtasks briefed at the 9 March 1990 GOSG that must be performed if linguist management is to be a reality. An ongoing ODCSINT staff study will further define necessary actions, but it is already clear that a comprehensive life cycle management program for linguists is an extraordinarily complex problem that will require coordinated efforts by ODCSPER, ODCSINT and ODCSOPS.

While the success of this action is clearly <u>not</u> assured, the current senior leadership in the above staffs recognize the importance of this issue and appear willing to work toward a common goal. Unfortunately, however, it is doubtful whether other senior leaders appreciate the importance and desirability of - for example - linking unit status reports with linguist proficiency. As such, continued progress in respect to the AFLP is to some extent, personality dependent. Therefore, it is incumbent upon the Army SPM to expeditiously formulate a comprehensive language master plan while the conditions are favorable for its acceptance. Execution can follow whatever time lines are agreed upon.

The failure to accomplish this action within the next several months will almost assuredly open this issue for reconsideration. With success so close at hand, the AFLP--

and the Army linguists who constitute the heart and soul of this critical program -- deserve a far better fate. The time to act is now.

APPENDIX A --LANGUAGE PROFICIENCY LEVELS[1]

SPEAKING SKILL[2]

LEVEL 0: Oral production limited to occasional isolated words.

LEVEL 0+: Able to satisfy immediate needs using rehearsed utterances.

LEVEL 1: Able to satisfy minimum courtesy requirements and maintain very simple face-to-face conversations on familiar topics. (This is the highest level required by the cryptologic intelligence field.)

LEVEL 1+: Can initiate and maintain predictable face-to-face conversations and satisfy limited social demands. (This was the average level of those initially selected for OSIA training and duty.

LEVEL 2: Able to satisfy routine social demands and limited, predictable work requirements. (This is the lowest acceptable level for the general intelligence field and for duty as an OSIA inspection team chief.)

LEVEL 2+: Able to satisfy most work requirements with language usage that is often, but not always, acceptable and effective.

LEVEL 3: Able to speak the language with sufficient structural accuracy and vocabulary to participate effectively in most conversations on practical and professional topics. (This is the minimum level to accomplish the full range duties required of OSIA linguists.)

LEVEL 3+: Usually able to use the language to satisfy professional needs in a wide range of sophisticated and demanding tasks.

LEVEL 4: Able to use the language fluently and accurately on all levels normally pertinent to professional requirements.

LEVEL 4+: Proficiency is regularly superior in all respects, usually equivalent to that of a highly-articulate native speaker.

LEVEL 5: Functionally equivalent to a highly articulate, well-educated native speaker who reflects the cultural standards of the country where the language is spoken natively. (Most Americans lack this level in British English.)

LISTENING SKILL

LEVEL 0: Understanding limited to occasional isolated words.

LEVEL 0+: Comprehension adequate to understand a few memorized utterances in areas of immediate needs. (This is the minimum level acceptable to maintain qualification as a USA Foreign Area Officer.)

LEVEL 1: Comprehensive adequate to understand utterances about basic survival needs and minimum courtesy and travel requirements.

LEVEL 1+: Comprehension adequate to understand short conversations about survival needs as well as limited social demands.

LEVEL 2: Comprehension adequate to understand conversations on routine social demands and limited job requirements. (This is the minimum level acceptable throughout the intelligence communities and for duty as an OSIA inspection team chief.)

LEVEL 2+: Comprehension adequate to understand most routine social demands and most routine conversations to work requirements.

LEVEL 3: Able to understand the essentials of all speech in a standard dialect including technical discussions in a special field. (This is the minimum level to accomplish the full range duties required of OSIA linguists.)

LEVEL 3+: Can comprehend a variety of styles and forms pertinent to professional needs.

LEVEL 4: Able to read fluently and accurately all language styles and forms pertinent to professional needs.

LEVEL 4+: Near-native ability to read and understand extremely difficult or abstract prose.

LEVEL 5: Comprehension is functionally equivalent to the well-educated native reader.

READING SKILL[1]

LEVEL 0: No functional writing ability.

LEVEL 0+: Writes using memorized material and set expressions.

LEVEL 1: Sufficient control of the writing system to meet limited practical needs.

LEVEL 1+: Sufficient control to meet most survival needs and limited social demands.

LEVEL 2: Able to write routine social correspondence and prepare documentary materials required for most limited work requirements.

LEVEL 2+: Able to write with some precision and in some detail about most common topics.

LEVEL 3: Able to use the language effectively in most formal and informal written exchanges on practical and professional topics.

LEVEL 3+: Able to write the language in some prose styles pertinent to professional needs.

LEVEL 4: Able to write the language precisely in a variety of prose styles pertinent to professional needs.

LEVEL 4+: Able to write the language precisely and accurately in a wide variety of prose styles pertinent to professional needs.

LEVEL 5: Has writing proficiency equal to that of a well-educated native.

ENDNOTES

1. Extracted from AR 611-6, Appendix D.

2. Except for testing done at DLIFLC, only listening and reading skills are routinely tested.

APPENDIX B - PROFICIENCY AND COMPREHENSION

STREIK IN DEN GOLDMINEN

Unmittelbar nach Beendingung eines Streiks in der sudafrikanischen Vaal Reefs Goldmine traten weitere 10.000 schwarze Bergarbeiter der Mine Blyvooruitzicht bei Johannesburg in den Ausstand. Unter dem Schutz der alarmierten Polizei, die sieben Kumpel niederschoss, verkundete die Grubenleitung eine totale Aussperrung. 1200 bereits eingefahrene Kumpel verschanzten sich in 1000 m Tiefe.

Der Klassenkampf in Sudafrikas Gruben wird von Seiten der burischen Bourgeoisie mit wachsender Brutalitat gefuhrt. Sieht sie sich doch gerade hier einer immer besser organisierten Arbeiterklasse gegenuber, die sich mutig wegen unertraglicher Ausbeutung zur Wehr setzt. Das Lohnverhaltnis zwischen Weissen and Schwarzen betragt noch immer 7:1. Jahrlich verlieren rund 600 Kumpel bei Grubenkatastrophen ihr Leben. Die schwarzen "Kontraktarbeiter" mussen, getrennt von ihren Familien, in werkseigenen Arbeitslagern dahin-vegitieren.

LEVEL 3

STRIKES IN THE GOLDMINES

Immediately after ending a strike in the South African Vaal Reef goldmine another 10,000 black miners went on strike at the Blyvooriutzicht mine near Johannesburg. With the police, who had shot down seven of the worker' buddies, standing by, the mine's administration announced a complete lock-up. 1200 fellow workers, who had already descended into the pits, entrenched themselves at the 1,00 meter depth.

The class warfare in South Africa's mines is being carried out with increasing brutality by the bourgeois Boors. However, in exactly such cases they see themselves faced with an ever increasingly well organized working class which is courageously protecting itself from insufferable exploitation. The difference in the wages of whites and blacks is still seven to one. Around 600 workers lose their lives each year in mining catastrophes. Separated from their families, the black "contract workers" have to vegetate in company-owned camps.

LEVEL 2

STRIKES IN THE GOLDMINES

Immediately after a strike in the South African goldmine 10,000 black miners at the mine near Johannesburg. With the police,

1200

at the 1,000 meter depth.

The class warfare in South Africa's mines brutality bourgeois they see themselves well organized working class

white and blacks is still seven to one Around 600 workers lose their lives each year in catastrophes their families, the black "contract workers" have to vegetate

LEVEL 1

STRIKES

a strike South African 10,000

1200

1,000 meter

brutality bourgeois

organized

whites blacks seven to one.

600 catastrophes.

families vegetate

APPENDIX C - LANGUAGE INSTRUCTION AVAILABLE

TO DOD MILITARY STUDENTS

LIST OF LANGUAGES TAUGHT AT MONTEREY

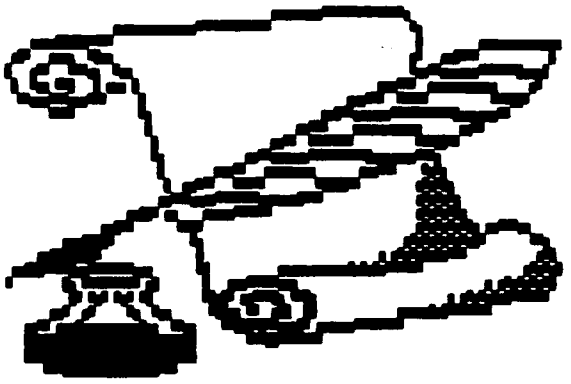
	LANGUAGE	COURSE LENGTH		LANGUAGE	CRS LENGTH
1.	MOD STAND ARABIC	47 WEEKS	15.	PERSIAN FARSI	47 WEEKS
2.	EGYPTIAN	63 WEEKS	16.	POLISH	47 WEEKS
3.	GULF ARABIC	63 WEEKS	17.	PORTUGUESE	25 WEEKS
4.	SYRIAN	63 WEEKS	18.	RUSSIAN	47 WEEKS
5.	CHINESE-MANDARIN	47 WEEKS	19.	SLOVAK	25 WEEKS
6.	CZECH	47 WEEKS	20.	SPANISH	25 WEEKS
7.	DUTCH	25 WEEKS	21.	TAGALOG	47 WEEKS
8.	FRENCH	25 WEEKS	22.	THAI	47 WEEKS
9.	GERMAN	34 WEEKS	23.	TURKISH	47 WEEKS
10.	GREEK	47 WEEKS	24.	VIETNAMESE	47 WEEKS
11.	HEBREW	47 WEEKS			
12.	ITALIAN	25 WEEKS			
13.	JAPANESE	47 WEEKS			
14.	KOREAN	47 WEEKS			

LIST OF LANGUAGES TAUGHT AT WASHINGTON

1.	AFRIKAANS	23 WEEKS	29.	LAO	44 WEEKS
2.	ALBANIAN	47 WEEKS	30.	LINGALA	36 WEEKS
3.	AMHARIC	44 WEEKS	31.	MALAY	32/34WKS
4.	MOD STAND ARABIC	44 WEEKS	32.	NORWEGIAN	23/25WKS
5.	EGYPTIAN	44 WEEKS	33.	PERSIA AFGHAN	44/47WKS
6.	GULF ARABIC	44 WEEKS	34.	PERSIAN FARSI	44 WEEKS
7.	MAGHREBI	44 WEEKS	35.	PUSHTU/PASHTO	47 WEEKS
8.	SYRIAN	44 WEEKS	36.	POLISH	44 WEEKS
9.	BULGARIAN	44/47 WEEKS	37.	PORTUGUESE	24/32WKS
10.	BURMESE	44 WEEKS	38.	PORT-BRAZILIAN	24/32WKS
11.	CAMBODIAN	44 WEEKS	39.	PORT-EUROPEAN	24/32WKS
12.	CHINESE-CANTONESE	44/47 WEEKS	40.	ROMANIAN	24/32WKS
13.	CHINESE-MANDARIN	44 WEEKS	41.	RUSSIAN	44 WEEKS
14.	CZECH	44 WEEKS	42.	SERBO-CROATIAN	44/47WKS
15.	DANISH	23 WEEKS	43.	SICILIAN	29 WEEKS
16.	DUTCH	23 WEEKS	44.	SINHALESE	44 WEEKS

17.	FINNISH	44 WEEKS	45.	SLOVAK	8 WEEKS
18.	FRENCH	24/32 WEEKS	46.	SOMALI	44 WEEKS
19.	GERMAN	32 WEEKS	47.	SPANISH	24/32WKS
20.	GREEK	44 WEEKS	48.	SWAHILI	23 WEEKS
21.	HEBREW	44 WEEKS	49.	SWEDISH	23 WEEKS
22.	HINDI	44 WEEKS	50.	TAGALOG	44 WEEKS
23.	HUNGARIAN	44/47 WEEKS	51.	THAI	44 WEEKS
24.	INDONESIAN	32/34 WEEKS	52.	TURKISH	44 WEEKS
25.	ITALIAN	24/32 WEEKS	53.	UKRANIAN	44 WEEKS
26.	JAPANESE	44 WEEKS	54.	URDU	44 WEEKS
27.	KOREAN	44 WEEKS	55.	VIETNAMESE	44 WEEKS

103rd MI BN
(CEWI)



Language Program

Compiled and created by:
WO1 Richard M. Mader
SFC Dieter F. Hansen

103RD MILITARY INTELLIGENCE BATTALION LANGUAGE PROGRAM

The 103rd Military Intelligence Battalion has developed a powerful and effective language maintenance program for Army linguists. The focus is to combine "pure" language maintenance, MOS skills, and target knowledge through an integrated training plan that complements all aspects of preparing the soldier to perform his operational tasks in war.

A list is provided of the main areas to be discussed on the training program for linguists irregardless of MOS.

1. RESEARCH
2. PLANNING
3. PRE-TROJAN CYCLE TESTING (LANGUAGE AND MOS SKILLS)
4. TROJAN TRAINING
5. POST-TROJAN CYCLE TESTING (MOS SKILLS)
6. INDIVIDUAL LANGUAGE SKILLS PROGRAM DEVELOPMENT
7. INDIVIDUAL COUNSELING
8. MONITORING OF PROGRESS
9. RETESTING

1. R E S E A R C H

To fully comprehend the needs of the linguists within the battalion and to determine the required training for language maintenance and development, a vehicle was needed that would allow this to be done quickly and efficiently.

A. "Pure" Language: To find the current linguistic capability oflinguists, written tests were developed that showed weaknesses in their respective target languages. Various areas are tested to determine specific weak areas and strong points. This information makes it easier to plan an individual program for each linguist while keeping the overall needs of the battalion in mind. Defense Language Proficiency Test (DLPT) scores are also used as an indicator of language ability, but the date and location where the DLPT was administered is important. The date shows currency while the location provides some idea of the language maintenance program the soldier was in.

B. "MOS/Target" Language: A soldier can be "fluent" in a foreign language, but if his military knowledge in that language is weak, he is useless to the US Army. Fort Devens and Fort Huachuca combined in developing a test called VICE (Voice Interceptor Comprehension Evaluation). This test evaluates a soldier's ability to use his language skills in a military environment and produce accurate intelligence. Almost all areas of military activity are covered by this test. It provides a fairly accurate picture of a soldier's ability to perform his wartime duties. It definitely points out weak areas that require additional training.

2. PLANNING

After completing the research phase, we started planning on how best to create a viable language maintenance/training program that would benefit the individual soldiers and the battalion.

We looked at the battalion training plan and wove into it the required parts of the program and received command support for its integration.

Aspects of pure language and MOS skills were combined, complementing the overall training and intending to raise the linguist's capability of performance.

Although we have a good program, we are constantly evaluating and looking for ways to improve it's quality and to motivate the soldiers.

3. PRE - TROJAN CYCLE TESTING (LANGUAGE AND MOS SKILLS)

Soldiers in the 98G and 98C MOS enter into a TROJAN cycle as a part of the overall battalion training plan. On the first day of each Trojan cycle every soldier takes either the appropriate VICE test or the in-house 98C analyst test.

Testing at the beginning of the TROJAN training cycle allows better direction of training for the company team in their weakest areas and lets the Language Skills Support Team (LSS Team) develop a training plan tailored to their collective needs as a team.

Another test that is taken at this time (especially on the first time through TROJAN) is the in-house "pure" language test. This test indicates weak areas in the language that might impact upon the MOS skill areas.

4. TROJAN TRAINING

During the TROJAN cycle both the 98G and 98C personnel receive specified military activity training IAW the Primary Intelligence Requirement (PIR) tasking from G-2.

Also included in the training is MOS specific training that is found in the Job Handbooks for both MOSs. Furthermore, general knowledge of the target is taught to provide better understanding of the tactics, equipment, and doctrine used against the US Armed Forces.

Currently our TROJAN training cycle is three weeks; the first two-three days are equipment training/refresher and specified military activity training, one day is spent in the Soviet Threat Center at Grafenworh Training Facility (if possible), and the rest in "live operations."

5. POST - TROJAN CYCLE TESTING (MOS SKILLS)

On the last day in the TROJAN training cycle, the soldiers again take their respective VICE and 98C analytical tests. This allows for an indication of the value of the training just received and how much improvement occurred.

Another reason for the testing at the end of the cycle is that the soldiers normally do not return to the TROJAN facility for three months. By comparing their scores from the end of one TROJAN cycle and their scores at the beginning of their next cycle, we can determine how much their knowledge/skill has deteriorated or if our other language training programs have sustained or improved their proficiency..

6. INDIVIDUAL LANGUAGE SKILLS PROGRAM DEVELOPMENT

During the first TROJAN cycle, an individual language skills program is developed to fit the needs of each individual soldier based upon his test scores, current DLPT scores, and needs of the battalion.

A combination of "pure" language and target (MOS skill) language materials is prepared. Packets that cover the major grammar areas are prepared in advance and supplied to soldiers for those areas in which he is weak. FLAMRIC materials that cover these areas are also assigned to enhance his training packets. Aural comprehension tapes of the spoken language at various levels of difficulty are available to increase comprehension of the spoken language as a supplemental aid to the individual's training program.

These above mentioned materials are all unclassified and can be studied anywhere. These materials also have military bearing since they cover (in an unclassified manner) those areas that tested weak in the VICE or analytical tests.

Also included in the program are classified materials that will improve the MOS skill areas required to perform wartime duties. The VICE Refresher Package develops listening comprehension and an understanding of tactics and doctrine. Tapes from TROJAN and other sources provide similar benefits, but are specifically target focused.

7. INDIVIDUAL COUNSELING

Each soldier is counseled individually on the language maintenance program developed for them. Their personal goals for their own language development are taken into consideration and incorporated into their program to develop them professionally and personally towards being a better US Army linguist.

During the counseling, each soldier is assigned material to read, tasks to complete, or tapes to listen to and given a specified time to have their assignments reviewed. Only after review and upon the approval of the LSS Cadre is the soldier given new material to work on.

8. MONITORING OF PROGRESS

During the counseling session, each soldier is given a date to return and have his assignment reviewed by the LSS Cadre. Work assignments are checked for accuracy and progress.

As each soldier progresses further, he is selected for various types of training. FLTCE, the 103rd In-House Language Course, and the University of Wuerzburg courses are available to those soldiers that show motivation, improvement, and potential. Assignment to any of these courses depends upon retainability within the 103rd, motivation, improvement in the individual program, duty position (availability to train others), and availability. Other courses will be pursued as time, money, and the courses become available.

9. RETESTING

Retesting is done whenever the LSS Cadre feels that a soldier has changed his linguistic capability after attending a local course or after six months has expired and no test has been administered during that time.

MOS skill testing is done during every TROJAN cycle to keep track of the wartime skills within the battalion.

SPECIAL INITIATIVES

1. The 103rd Military Intelligence Battalion has purchased two television satellite systems to greatly enhance the language maintenance program. These systems will allow the soldiers to view target language programs, remain current on language usage, and understand the views and culture of the target nation people. Taping and editing of programs will provide a great training tool for all personnel, whether they are linguists or not. The satellite dishes are currently under contract and are being installed at this time.

2. The 103rd MI BN has developed In-House Language Courses that coincide with the TROJAN cycle. They are two-to-three weeks in length using only the afternoons during the week. These courses have already proven themselves valuable with recorded improvements of anywhere from a "plus" point to a full point on the DLPT test. These courses are intended to raise the skill levels of those personnel having lower than 2 - 2 on the DLPT. Small class size (about 5-7) seems ideal. The important factor on these courses is that NO NATIVE SPEAKER is required.

3. We are currently trying to reach an agreement with the University of Wuerzburg on establishing a quarterly "30 Day Intensive" class in both Russian and German. The University currently runs an intensive Russian course twice a year with German and Russian provided during a normal full term. The cost for the intensive courses would be significantly less than the cost of FLTCE.

4. The 103rd is ready to renovate the attic in building 93 and turn it into a battalion training center. This will house the satellite system televisions and VCR recorders, allow for a small classroom dedicated to the battalion, have a larger classroom for sandtables which will allow visual instruction on tactics, doctrines, and planning. Also static display items will be posted providing the additional visual input so critical to training.

CONCLUSIONS

The 103rd MI BN Leadership understands that language training is critical to the successful completion of the unit's mission. The Language Program discussed improves the quality of the linguists assigned in both the "pure" language and in the highly perishable MOS skill areas.

WE TRAIN AND DEVELOP THOSE SKILLS WE WILL USE IN WAR!

FORMS EXPLANATION

The initial form provides information on the soldier: name, rank, SSN, company, MOS, and language.

The **Language Data** section provides information on the soldier's linguistic capability. Defense Language Proficiency Test date, reading and listening comprehension scores are recorded. Information on the last refresher course the soldier attended while in the 103rd MI BN is also noted. A separate area is provided for the recording of weak areas in the "pure" language. Here is where the LSS notes those areas requiring work to raise the soldier's proficiency level in the language.

The **Mission Skills** section lets the LSS note the soldier's weaknesses in military activities. These weaknesses were determined from the appropriate VICE tests.

By examining the two sections dealing with weaknesses, a program is developed and assignments are given that work on the weak areas. The type of assignment is noted (L for Language related, M for Mission related, and C for Combined), the assignment, and date assigned.

The assignment is normally given during a counseling session and fully explained as to the goal and the time for the assignment to be reviewed by the LSS.

There is a continuation sheet for assignments that allows for the tracking of assignments throughout a soldier's tour in the unit.

The counseling sheet is a positive instrument. Here is where the assignment is given the completion time, goals, and where the LSS assesses the progress of the soldier. After the counseling session by the LSS, the MOS Proponent then reviews the entire package and signs the counseling area for that session.

The **Notes** section provides room for observations by either the LSS or the MOS Proponent that are to be passed between them or just ideas for future training.

103rd MI BN INDIVIDUAL LANGUAGE PROGRAM

Name: _____ Rank: _____ SSN: _____

Company: _____ MOS: _____ Language: _____

Language Data:

DLPT Date: _____ Read: _____ Listen: _____

Last Refresher Course: _____

Location: _____

Date: _____

Weak Areas: _____

_____

_____

Mission Skills:

Weak Activities: _____

_____

_____

ASSIGNMENTS: Type: L(anguage) M(ission) C(ombined)

No	Type	Assignment	Assigned	Completed	Checked
1					
2					
3					
4					
5					
6					
7					
8					
10					
11					

103rd MI BN LANGUAGE PROGRAM COUNSELING

Date: _____

Counseling Statement: _____

Soldier's Signature: _____

Counselor's Signature: _____

MOS Proponent's Signature: _____

Proponent Review Date: _____

Date: _____

Counseling Statement: _____

Soldier's Signature: _____

Counselor's Signature: _____

MOS Proponent's Signature: _____

Proponent Review Date: _____

NOTES:

INDIVIDUAL Voice Intercept Collector Evaluation

Pre-TROJAN cycle:

Date: Version: Language: GERMAN

Name: Rank:

Activity	Number Possible	Number Correct	Percentage
MESSAGE			
BALLISTIC WEATHER MESSAGES			
ARTILLERY			
SURFACE - SURFACE MISSILES			
COMMAND - CONTROL - COMMUNICATIONS			
TOTALS			

REMARKS for TROJAN Training:

Post-TROJAN cycle:

Date: Version:

Activity	Number Possible	Number Correct	Percentage
MESSAGES			
BALLISTIC WEATHER MESSAGES			
ARTILLERY			
SURFACE - SURFACE MISSILES			
COMMAND - CONTROL - COMMUNICATIONS			
TOTALS			

REMARKS for Follow-up Training:

INDIVIDUAL Voice Intercept Collector Evaluation

Pre-TROJAN cycle:

Date: Version: Language: RUSSIAN

Name: Rank:

Activity	Number Possible	Number Correct	Percentage
NUMBERS			
SURFACE TO SURFACE MISSILES			
ARTILLERY			
MANEUVER			
NUCLEAR-BIOLOGICAL-CHEMICAL			
TOTALS			

REMARKS for TROJAN Training:

Post-TROJAN cycle:

Date: Version:

Activity	Number Possible	Number Correct	Percentage
NUMBERS			
SURFACE TO SURFACE MISSILES			
ARTILLERY			
MANEUVER			
NUCLEAR-BIOLOGICAL-CHEMICAL			
TOTALS			

REMARKS for Follow-up Training:

APPENDIX E - FORT LEWIS' LANGUAGE PROGRAM

INFORMATION PAPER

SUBJECT: Excellence in Training (ACOE) - Fort Lewis Command Language Program

1. BACKGROUND: Reaching and sustaining a functional level of language proficiency has been a long standing, systemic problem for the Army for decades. The I Corps Language Program was started in 1985, to address the problem, when the proponency for Military Intelligence (MI) language training was given to the I Corps G2. In close coordination with the Army Education Center, the program has grown to include Refresher/Maintenance for MI soldiers, mission essential language training for the 1st Special Forces Group (A) and pre-deployment training for other Fort Lewis units. The training challenges that faced the program included program development as well as facilities.

2. PROGRAM DEVELOPMENT

a. Methodology: The I Corps Language Program is considered a model by the military as well as the civilian language communities. FORSCOM, NSA and DLI have favorably evaluated the training. Since 1985, an intensive four-week refresher course has been developed as well as a twelve-week beginning level course using state-of-the-art methods for second language acquisition. An innovative language contract supplies instructors and requires that these instructors receive specified pre-service and in-service training in these modern methods. The contract includes a comprehensive quality control program that ensures that all contract specifications are met. The services of a full time civilian language coordinator as well as the inter-agency cooperation between G2, Education and user units (including the Reserves and National Guard) are program elements not found at other Army installations.

b. Results: The effectiveness of the four-week refresher courses in Korean and Chinese has resulted in INSCOM designating the course an official REDTRAIN opportunity for MI linguists. When we began in 1985, only 6% of the linguists were FORSCOM qualified at proficiency level 2/2; today 45% are qualified. Typically, in the four-week course, approximately

45% of the soldiers raise their proficiency levels a half a level in Reading or Listening on the Defense Language Proficiency Test (DLPT). The twelve-week courses in Korean, Chinese, Tagalog, Thai and Russian are conducted for the 1st Special Forces Group (A). 75% - 100% of the soldiers are able to register with at least a 0+ on the DLPT at the end of the course. The courses are cost effective in that a month of full time intensive training costs approximately $380 per soldier.

3. ENHANCEMENT OF FACILITIES:

a. Background: From 1985, training was conducted in Building 4217, a sub-standard temporary Education building in the Garrison area. The environmental conditions were not conducive to study and the limited number of classrooms prevented essential training from being scheduled.

b. Methodology:

(1) In order to rectify this situation, in September of 1988, the I Corps G2 petitioned DEH for another facility to more appropriately meet the needs of the program. Building 12C9 on North Fort was eventually selected as the site of the new Fort Lewis Foreign Language Facility. The two story barracks building had been previously renovated to include new windows, dropped ceilings, recessed lighting, carpet and curtains. In order to turn the building from an office into a classroom building DEH had to remove walls to create classroom space and add acoustical tiling to the rooms. Approximately $20,000 was spent for this remodeling. The result is a facility with eight classrooms, a conference room, a library, a language laboratory, student lounges and office space.

(2) A great deal of self-help effort was expended by the I Corps G2 and Education. In a cooperative project, Education provided the furnishings and intensive manpower was provided by the G2. The Language Staff decorated the building with appropriate cultural objects obtained through donations and from thrift shops and garage sales. LTC Jack Brake, now the XO of the 201st MI BDE, installed the language laboratory furniture and equipment on his own time for a savings of approximately $8000 to the Army.

c. Results: On 15 May 1989, the previous CG, LTG William H. Harrison, formally dedicated the new building. This one stop facility greatly enhances the ability of the I Corp

Language Program to offer quality instruction. The atmosphere is conducive to study and all necessary requirements such as a lab and library readily available. The addition of five more classes has enabled the units to schedule more classes. During 1988 we trained 319. In the last eight months since the new building has been opened we have trained 362. We are now able to assist the Reserves and National Guard with a facility available on the weekends. Unit trainers are able to schedule classroom space for unit training.

AFZH-GSO-T
MAJ McVey/Ms Pawelek
AVN 357-7073/2720
27 September 1989

SUBJECT: I CORPS FOREIGN LANGUAGE PROGRAM

PURPOSE: To provide information on the I Corps Foreign Language Program to the 1989 G2/MI Commanders Conference attendees.

FACTS:

1) BACKGROUND: The I Corps Foreign Language Program was started in 1984 with the publishing of FORSCOM REG 350-22, which gave the proponency for MI language training to the G2. In close coordination with the Directorate of Personnel and Community Activity (DPCA) Education Services Office, the program has evolved over the last five years into a workable combination of classroom instruction, self-paced training opportunities and unit training. A four-week intensive Refresher/Maintenance course has been developed that is now an INSCOM REDTRAIN opportunity.

2) GOAL: The objective is to assist all Fort Lewis linguists to achieve and maintain the FORSCOM qualification Level of 2/2 in Listening and Reading on the Defense Language Proficiency Test (DLPT). In 1988, the results of this program were that 50% of the MI linguists at Fort Lewis were FORSCOM qualified.

3) KEYS TO SUCCESS:

a) There is sustained command emphasis on language training at all command levels.

b) A language contract that supplies native speaker instructors through a civilian college is the vehicle for providing classroom training. The unique qualities of this contract are that the contractor is required to provide pre-service and in-service training in state of the art methodologies for second language acquisition and to create a non-traditional classroom environment. Both the methods and the classroom environment will be described below.

Additionally, an explicit quality control program ensures that consistent, high quality instruction is being delivered in accordance with the contract specifications.

c) A full time civilian Foreign Language Coordinator administers the I Corps program. Currently this position is staffed and funded by the DPCA Education Services Office. The supervisory relationships between the G2 and DPCA for the I Corps Foreign Language Program and the Foreign Language Coordinator are established in a Memorandum of Understanding (MOU). The Foreign Language Coordinator is responsible for the contract, manages the Fort Lewis Foreign Language Facility and works closely with the I Corps G2 Chief of Lewis Foreign Language Facility and works closely with the I Corps G2 Chief of Training to provide language instruction to MI units on Fort Lewis, the Reserves and the National Guard.

d) The I Corps Foreign Language Program is a model of cooperation between the G2, the DPCA Education Services Office, active duty MI units, the Reserves and the National Guard. The pooling of resources is a vital key to success. The G2 provides REDTRAIN funds for the training and is signed for the Fort Lewis Foreign Language Facility. The DPCA Education Services Office contributes contracted administrative staff, equipment, supplies and materials. Through a G2 Quarterly Language Council Meeting information is disseminated, ideas are exchanged, schedules for the Refresher/Maintenance classes are consolidated and training seats are shared.

4) THE FOUR WEEK REFRESHER/MAINTENANCE COURSE:

a) LANGUAGES: Korean, Chinese Mandarin and Russian.

b) ORGANIZATION: The course is conducted in four weeks, seven hours per day. Students spend one to one and a half hours in the language laboratory. Class size is ten students. Linguists are given the DLPT at the end of the course. The cost for the course is $3800.00.

c) POI: The course does not have a rigid POI but rather uses the proficiency level descriptions as a framework. At each level from 0+ to 5, very specific language behaviors are exhibited. Once the instructor assesses the level of the class, appropriate lessons, materials and activities are

presented to generate as much uninhibited, spontaneous manipulation of the language as possible and to prepare for the DLPT.

d) METHODOLOGY: The teaching approach is eclectic in nature and uses modern theories of second language acquisition such as Total Physical Response, the Natural Approach, the Textual Approach used at NSA as well as traditional methods. Activities such as role-playing, games, music, and guided imagery are generously employed. The program bridges the gap from global to MOS "war Korean" by integrating map reading, briefings, weather reports and military terminology into the training.

e) CLASSROOM ENVIRONMENT: The environmental goal is to create a relaxed cultural atmosphere of the target language as well as a comfortable, non-traditional classroom setting. Student chairs are in a semi-circle; easels are used rather than chalkboards; background music is augmented by colorful posters, plants, art work and target culture objects.

f) MATERIALS: Materials are taken from a variety of sources to include: the Defense Language Institute, Foreign Service Institute, the National Security Agency, and commercial texts. Authentic texts such as maps, newspapers, magazines, transportation timetables, and advertisements are used liberally as well.

e) EFFECTIVENESS: Since March 1986, 75% of the students in the 35 four-week courses conducted have improved at least a half a proficiency level in Reading and Listening. Of those improving, 11% have increased a full level in at least one of the areas tested.

5. FORT LEWIS FOREIGN LANGUAGE FACILITY: The new facility was officially opened by the LTG Harrison, the former I Corps CG, on 15 May 1989. This one stop facility offers eight class-rooms, a language laboratory, library, conference room, IPW booth, and student lounges. It is available for the formal Refresher/Maintenance classes, for unit training and for Reserves and National Guard training on the weekends.

6. IN UNIT SUSTAINMENT: Each MI unit on Fort Lewis deals with individualized unit training in a multiplicity of ways. Some examples are organized progression through the DLI Korean Refresher Course and FLAMRIC; use of VICE: a native speaker

soldier to assist with interrogator practice. The 109th MI BN has an excellent Technical Certification Program utilizing the TROJAN facility. During Foreign Language Awareness Week (15-19 May 1989) the 201st MI BDE sponsored a very successful Language Olympics.

7. POCs for the I Corps Foreign Language Program are MAJ MCVEY, I Corps G2 Training Officer, AV357-7073 or Ms. Yvonne Pawelek, I Corps Language Coordinator, AV357-2720.

APPENDIX F: LINGUIST LIFE CYCLE TASKS

- STRUCTURE
  - DELETE UNNEEDED LIC-CODED POSITIONS
  - CODE DOCUMENTS WITH PROFICIENCY REQUIREMENTS
  - REDESIGN UNITS TO SUPPORT POST-CFE ENVIRONMENT
  - EVALUATE FEASIBILITY OF AC LINGUIST BNs
- ACQUISITION
  - MAKE LINGUIST MOSs A 5 OR 6-YEAR ENLISTMENT
  - FILL SPANISH REQUIREMENT ONLY BY RECRUITING NATIVE LINGUISTS
- INDIVIDUAL TRAINING AND EDUCATION OPTIONS:
  - TRAIN GENERIC LINGUISTS BY CMF (98 & 96)
  - DLI 2/2 GRADUATES MIGHT GET ASSOCIATES DEGREE
- DISTRIBUTION
  - RE-LOOK CONUS/OCONUS ROTATION BASES
  - ASSIGN LINGUISTS BY PROFICIENCY

- DEPLOYMENT
  - REVIEW UNIT LANGUAGE MISSIONS (OPLAN/CONPLANS)
  - REVIEW THE HOME BASE CONCEPT
- SUSTAINMENT
  - INCLUDE LINGUIST READINESS IN USSR
  - PUBLISH ARMY LANGUAGE PROGRAM REGULATION
  - ENFORCE MACOM LANGUAGE PROGRAM REQUIREMENT
- PROFESSIONAL DEVELOPMENT
  - REQUIRE INTERMEDIATE AND ADVANCED TRAINING
  - INCREASE FOREIGN LANGUAGE PROFICIENCY PAY
  - OFFER AREA STUDIES/ACCULTURALIZATION TOURS
- SEPARATION
  - MAKE IN-SERVICE RC RECRUITING WORK
  - ASSIST TRANSITION TO GOV'T LINGUIST JOBS

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